1

Pakistan Village aid administration.

2

VILLAGE AID

1955-56

- 1959-60

FIVE YEAR PLAN

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1956

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GOVERNMENT OF PAKISTAN

MINISTRY OF ECONOMIC AFFAIRS

(Village Aid Administration)

No. HMF-347/55
HMF-348/55

Karachi, October 13, 1955.

SUBJECT :—5-*Year Village AID Plan.*

My dear Khan Sahib/Abu Husain Sarkar,

You will be separately receiving the detailed 5-Year Plan on Village AID which has recently been approved by the Central Government. The Plan was prepared by the Ministry of Economic Affairs with the co-operation of the Provincial Development Commissioners and Directors of Village AID, Central Ministries connected with the Village AID work, the Planning Commission and the Planning Board.

I have no doubt that you are fully aware of the broad basic concepts on which the Village AID Programme is based. The Programme is intended primarily to stimulate self-help and co-operative effort among our villagers. It is democratic in concept and educative in nature and touches almost every phase of the daily life of the rural communities. We hope that the Programme will help in developing local leadership and self-help effort to a degree which will lead to the accomplishment of many a project without external assistance. However, the Village AID will supplement, where necessary, the local efforts of the people by providing technical assistance and materials. One of the most important objectives of the Village AID Programme is gradually to co-ordinate and knit together the existing nation-building departments of Government and administrative agencies right down to the villages, in order to achieve the maximum success in the field of development work and thereby lay the foundations of an administration which will essentially be devoted to the task of achieving optimum welfare of the people.

We already have in operation 9 Village AID Training Institutes to train Village Workers and very shortly we intend to set up an Academy for the training of Development Officers in East Pakistan at Dacca and in West Pakistan at Peshawar. These Academies will train Development Officers and Supervisors for

Village AID work in the field. The Academies will also offer short orientation courses for the officials of the nation-building departments who will be working with the Village AID staff in the field.

The Village AID Programme is the first determined effort on the part of the Central and Provincial Governments to tackle the multifarious problems which daily confront the villagers. The Central Government attaches the highest importance to the programme, because it fulfils the great hope for improving the standard of living of our village people and for providing them with a happier and a fuller life. The resources of the Government with regard to trained personnel and equipment being limited, we have to try hard to co-ordinate the working of the various nation-building departments in such a way that maximum benefit may be derived.

I may perhaps describe briefly the manner in which, we visualize, the Programme will be administered. At the Centre under the Ministry of Economic Affairs where the Central Village AID Administration is located, we have a Central Inter-Ministerial Village AID Committee consisting of representatives of all the Central Ministries concerned. The representatives of Provincial Governments are invited to all important meetings of this Committee. The Committee lays down the broad guiding lines of the Village AID Programme. The Secretary of the Ministry of Economic Affairs is the Chairman of the Committee, and the Administrator of the Village AID Programme acts as its Secretary. At the Provincial level the Minister incharge of Village AID has an Advisory Committee to assist him, which comprises of suitable non-officials and heads of the various nation-building departments connected with Village AID. The Development Commissioner is the Vice-Chairman of the Committee and the Provincial Director of Village AID is the Secretary of the Committee. At the Divisional Commissioner's level it is hoped that a Committee will be set up consisting of Inter-Departmental and non-official representatives to assist the Divisional Commissioner in making the Village AID Programme in his Division a real success. The Divisional Commissioner will be responsible for the succes sof the Programme within his Division. Similarly the Collector or the Deputy Commissioner of the District will be responsible for the successful implementation of the Village AID Programme within his District. The Collector/DC will be assisted by an Inter-Departmental Committee of representatives of various national-building departments and suitable non-official representatives from the Village AID Development Areas within the District. If there are 2 or more Development Areas within a District, it will be necessary to appoint an Additional Collector/Deputy Commissioner to relieve the head of the District of some of his urgent administrative duties so that he may devote greater attention to the Village AID Programme, and to development work. At the Development Area level, that is in an area of about 150 villages there will be 30 Village Workers, each incharge of 5 villages. There will be a Development Officer incharge of the Area and all development work within his jurisdiction will be his responsibility. For each Development Area there will be an Advisory Committee consisting of non-official leaders and representatives of the technical departments who are located in the Development Area. When there are one or two Development Areas in a District, the Collector or the Deputy Commissioner will preside over the meetings of the Development Area Committee, but when the work has extended much more, then the S.D.O. or the senior most official incharge of the Sub-Division or Tehsil will act as the Chairman of the Committee and the Development Officer will be its Secretary. The Development Officer will have two Supervisors to assist him ; their job will mainly be extension work. The Officer of the nation-building departments like Agriculture, Animal Husbandry, Sanitation and Health, Co-operation, Communications, Education, etc., will provide the technical advice and support to the Village Workers in the Development Area. Wherever such officers are already located in a Development Area, they will continue to be under the technical and administrative control of their existing superiors, but in respect of their field work they will come under the operational control of the Development Officer. This is important and should be quite clearly laid down. The technical officers in the Development Area must provide all possible assistance and support and it is necessary that the supervision and co-ordination of their work in the Area should be done by the Development Officer.

The Development Officers will normally be drawn from the CSP and PCS Cadres but wherever suitable officers from the technical departments are available, they may be appointed as such. Normally, however, all CSP and PCS officers should start their careers as Development Officers so that they may gain a good grounding in rural problems and practical development work. It is hoped that as the Village AID Programme progresses, outstanding Village Workers will find avenues of promotion open to them as Supervisors and Development Officers. Technical departmental officers who do good work in Village AID or show special aptitude will also be taken as Development Officers or as Instructors at the Training Institutes.

Rural teachers in primary and middle schools can be a very powerful agency for the extension of the Village AID Programme in the countryside. They are already co-operating in the existing Village AID Development Areas and an attempt is being made to give a few selected primary school teachers brief orientation courses at Training Institutes ; but it is suggested that in order to make the contribution of the rural teachers really effective and lasting, the Provincial Governments should consider the possibility, of the inclusion in the curriculum of Normal Schools or such schools where the primary and middle school teachers receive training, courses about Village AID work so that all rural teachers become familiar with this important Programme.

So far the publicity for the Village AID Programme has been on a limited scale, but it is very necessary that if the Programme is to have a nation-wide coverage, there should be a greater and more extensive publicity by the Provincial and the Central Governments. The Central Government is setting up a considerable organization to assist the Provincial Governments in informational and educational publicity, but so far as the publicity of a local character is concerned, it can only be organized by the Provincial Governments, and it is suggested that this should be done to the maximum extent possible under your Government.

Concerning finance, you may recall that in my letter No. HMF/183/53, dated the 27th May, 1953, I had offered on behalf of the Central Government to share the expenditure on this Programme equally with the Provinces for a period of 4 years. However, the problems which we seek to solve through this Programme are of such a great magnitude and of such permanent, vital and national importance that the Pakistan Government have agreed to continue its participation for a period of 5 years from 1st April 1955. I am also happy to be able to say, that in appreciating the importance, priority and necessity of this vital phase of development, the Central Government is willing to increase its share of participation in the expenditure for this period, from the 50 per cent to 75 per cent so far as non-recurring items are concerned and to share it 50 : 50 on recurring items. I earnestly hope that the increased contribution of the Central Government will enable you to plan ahead and execute with full vigour the 5-Year Village AID Plan on the lines indicated therein.

I am confident that you appreciate fully the importance of the Programme and that it will receive your personal care. It will be very useful if the annual Confidential reports on the work of Collector/DC and other officials connected with the Programme make a special mention of the interest taken in Village AID and of achievements in this behalf. It would be useful to impress on the heads of Departments concerned that their work will be judged to a large extent by their contribution to the success of Village AID.

Your sincerely,
MOHAMAD ALI,

The Hon'ble
Dr. Khan Sahib,
Chief Minister, West Pakistan.
Lahore.

The Hon'ble
Mr. Abu Husain Sarkar,
Chief Minister, East Bengal,
Dacca.

CHAPTER I

OBJECTIVES OF VILLAGE AID

IMPORTANCE OF THE VILLAGE IN PAKISTAN'S ECONOMY

1. The foundation of Pakistan's economy, her solidarity and the earnest of her future well-being to a very large extent rest on the village and the villager. Pakistan is a land of villages in which live six out of seven of its people. These people are the country's greatest asset. Therefore, in any national development plan the progress and welfare of the people in villages must take first precedence. If their socio-economic potentialities are to be developed, the plan must be all-embracing and comprehensive ; it must cover every field of rural life and activity. It must include Pakistan's agriculture and her cottage industries from which most of the nation's wealth is derived ; it must include the health of its citizens ; its people must be enabled to become literate and helped to manage their own affairs. Thus, it becomes the responsibility of every citizen to contribute his share to the common task of development to the best of his ability.

A

PROBLEMS OF THE VILLAGE

2. The villager is generally beset with ignorance, disease and poverty, and is, therefore, not in a position to make his full contribution to the development and progress of himself, his village and his country. Until such time as the vast fund of energy and strength lying dormant within him can be stimulated and geared to the economy of the country, no plan of national development can be effective or complete. This means that his many problems must be appraised and concerted attacks made upon them. Chief among these problems are :—

(*a*) Inefficient agricultural organisation and techniques of production, unsound marketing practices and low consumption of agricultural products.

(*b*) Low level of health and sanitation with accompanying high rates of morbidity and mortality and a short life span.

(*c*) Insufficient quantity, low quality and underconsumption of cottage industry products.

(*d*) High rates of illiteracy and a low level of cultural attainment.

(*e*) Inadequate participation in local self-government and in the solution of common problems through mutual co-operative effort.

PAST EFFORTS AT RURAL DEVELOPMENT

3. This is not the first time that Government has become concerned about the welfare of its villagers. Previous attempts, however, did not meet with much success owing to several reasons.

(*a*) Unco-ordinated Technical Approach

Individual Departments of Government have from time to time tried to deal with one or more of the villager's problems. These unco-ordinated attempts have usually been restricted by the limited perspective of the particular department's technical viewpoint. Lack of knowledge by its technicians of effective methods of approach to the villager usually resulted in suspicion by the villager as to the motives and practicability of the schemes. Not having been convinced that the Programme was in his best interest he has seldom given himself fully to the effort. This single-purpose approach by different Departments tended to divide village life into segments in much the same manner as Government activities were departmentalized. It did not appeal very much to the villager because his primary and immediate problems were quite often not touched by the Programme that was offered to him.

(*b*) Spasmodic Nature of Efforts

Owing to the very limited resources available for any particular programme by a technical Department, the programmes were usually superficial and could not solve the basic problem. The funds usually lasted for only a short period and when exhausted were not replaced. Since many of these efforts were due to the inspiration of one man, the programme often died of disinterest when he was transferred to another post. Thus, the villager soon began to feel that all such programmes of rural reconstruction were of an ephemeral nature and he lost enthusiasm and conviction for them.

(*c*) Imposition from the Top

Most of these programmes of development were devised at the higher levels of Government and the villagers were asked to carry them out. The feeling was that a Government Officer's knowledge of village problems and their solution was superior to the accumulated experience and wisdom of the village people. The villagers were normally not consulted nor was their co-operation sought in planning those programmes. It is not at all surprising, therefore, that the villagers were not enthused and did not undertake programmes which they identified with Government Departments. Not only did imposition from the top have this serious psychic and social disadvantage but the programmes were often very unrealistic owing to wholly inadequate knowledge of the personal, social and cultural life of the village and the specific conditions affecting success of any programme at a particular time and place. This knowledge the villagers can and must supply but this is a more recent concept and was notable by its absence in earlier programmes.

(*d*) Secondary Nature of Development

Even if these difficulties had been surmounted, it was not possible for a programme of rural reconstruction to succeed, because in pre-Partition days the main stress in administration was on the maintenance of law and order with an insufficient emphasis on development or welfare work. With independence, there has naturally been a greater and greater thought given to the development of Pakistan and its people. Since nearly 85 per cent of the people of Pakistan live in its villages, the reconstruction of our village life has assumed the utmost importance and the Government of Pakistan and the Provincial Governments are devoting their best energies to this.

OBJECTIVES OF VILLAGE AID

4. The Village Agricultural and Industrial Development Programme (Village AID programme) is designed to solve the problems of the villages by helping the villagers to help themselves, individually and as communities. It is an attempt to look at the village as a whole through the eyes of its people and in the light of their vast store of accumulated knowledge and wisdom. It uses the principles of community organisation and development which are based on human experience and thus avoids the mistakes of past efforts at rural development. It aims at co-ordinating the total resources of the Government and the people for a concerted and determined effort to

reconstruct village life in Pakistan. The specific OBJECTIVES of the Village AID Programme are :—

- (*a*) to raise rapidly the productive output and real income of the villager by bringing to him the help of modern techniques of farming, sanitation and health, co-operatives, cottage industries, etc.
- (*b*) to multiply the community services available in rural areas such as schools, dispensaries, health centres, hospitals, sources of pure water supply, etc., thereby increasing the national assets.
- (*c*) to create a spirit of self-help, initiative leadership and co-operation among the villagers which may become the foundation of and independent, healthy and self-perpetuating economic, political, civic and social progress ;
- (*d*) to create conditions for a richer and higher life through social activities, including recreational facilities, both for men and women ;
- (*e*) to co-ordinate the working of the different Departments of the Government and to extend their activities into the villages by providing an extension service to the country ;
- (*f*) to give a welfare bias to the entire administrative structure of the Government.

METHOD OF ACHIEVING OBJECTIVES

5. In order that this Programme of self-help may be based on a solid foundation and become self-perpetuating, it is important that local leadership in the villages should be found and developed and the villagers should be encouraged to work on cooperative and community basis. It is a fundamental concept of this Programme that planning of all development work should be carried out at the village level and should be based on the actual and expressed needs of the people. There should be an active desire on the part of the people to help themselves. The Programme, however, is in effect an aided self-help programme, because there will always be some development projects which will be beyond the means and resources of the participating local village community. The Government will, therefore, have to come to their assistance so as to *help them to help themselves.*

6. The narrative portion of this Five-Year Plan is devoted to a description of how the above objectives are to be attained. In brief it involves training of multipurpose Village AID Workers and Development Officers and Supervisors. Each Village AID Worker is at the end of his training posted in charge of a small circle of villages, to help the villagers :—

- (*a*) To organise themselves for planning and action.
- (*b*) To define their common and individual acknowledged needs and problems.
- (*c*) To make group and individual plans to meet their needs and solve their problems.
- (*d*) To execute these plans with a maximum of reliance upon village resources.
- (*e*) To supplement village resources when necessary by securing services and material from the development agencies of Government.

7. As is evident, the key figure in the Village AID Programme is the Village AID Worker. The basic organisational structure of V-AID functions to train him and to support his activities in his circle of villages. He in turn acts as the essential (but until now missing) link between the villagers and the nation-building Departments of Government. Through the medium of planning with the people, he creates the spirit of self-help to execute the plans. Through this same process he becomes a channel for extending the services of Government to the people in an efficient manner.

It should be evident that the Village AID Programme is not independent of nor competing with the nation-building Departments. Rather Village AID and these Departments are supplementary to and dependent upon each other. Each of these Departments must be built up as speedily as possible to use the V-AID organisation for extending their programmes to the villagers. The Village AID Worker stands ready to serve the Departments as an organiser, an educator, a ready tool to be used by these Departments for their purposes. Village AID in turn depends upon these departments to supply their trained technicians ; to carry out research and prepare the results for dissemination ; and, to supply the technical services required in modern village development. Thus, Village AID and the nation-building Departments must grow together, if either of them is to serve their masters, the villagers of Pakistan.

CHAPTER II

VILLAGE AID ORGANISATIONAL STRUCTURE

8. The Village AID Programme is being run by an administrative organisation of Government with the assistance of advisory Committees at all levels. This will be made clearer in the charts accompanying this Plan. In this chapter the organisation from the Central Government down to the village will be discussed and explained. *See Chart 1.*

CENTRAL AND PROVINCIAL GOVERNMENT PARTICIPATION

9. The V-AID Programme is jointly administered by the Central and Provincial Governments. The Central Government gives overall policy guidance and advisory assistance to the Provinces. To the two Provincial Governments in East and West Pakistan falls the task of organisation and operation of the training and development programmes. The Central Government is providing 75 per cent of funds for non-recurring and 50 per cent for recurring expenditure of the V-AID Programme. The Provinces bear 25 per cent. non-recurring and 50 per cent recurring expenditure. The Central Government have approved the Five-Year V-AID Plan which will cost about Rs. 22 crores (Rs. 220 millions) during the Plan period.

FOREIGN AID

10. Limited aid is received from foreign Governments and private agencies including the U. S. A. International Cooperation Administration (I.C.A.), the Ford Foundation, UNESCO and others.

(*a*) International Cooperation Administration of U.S.A.

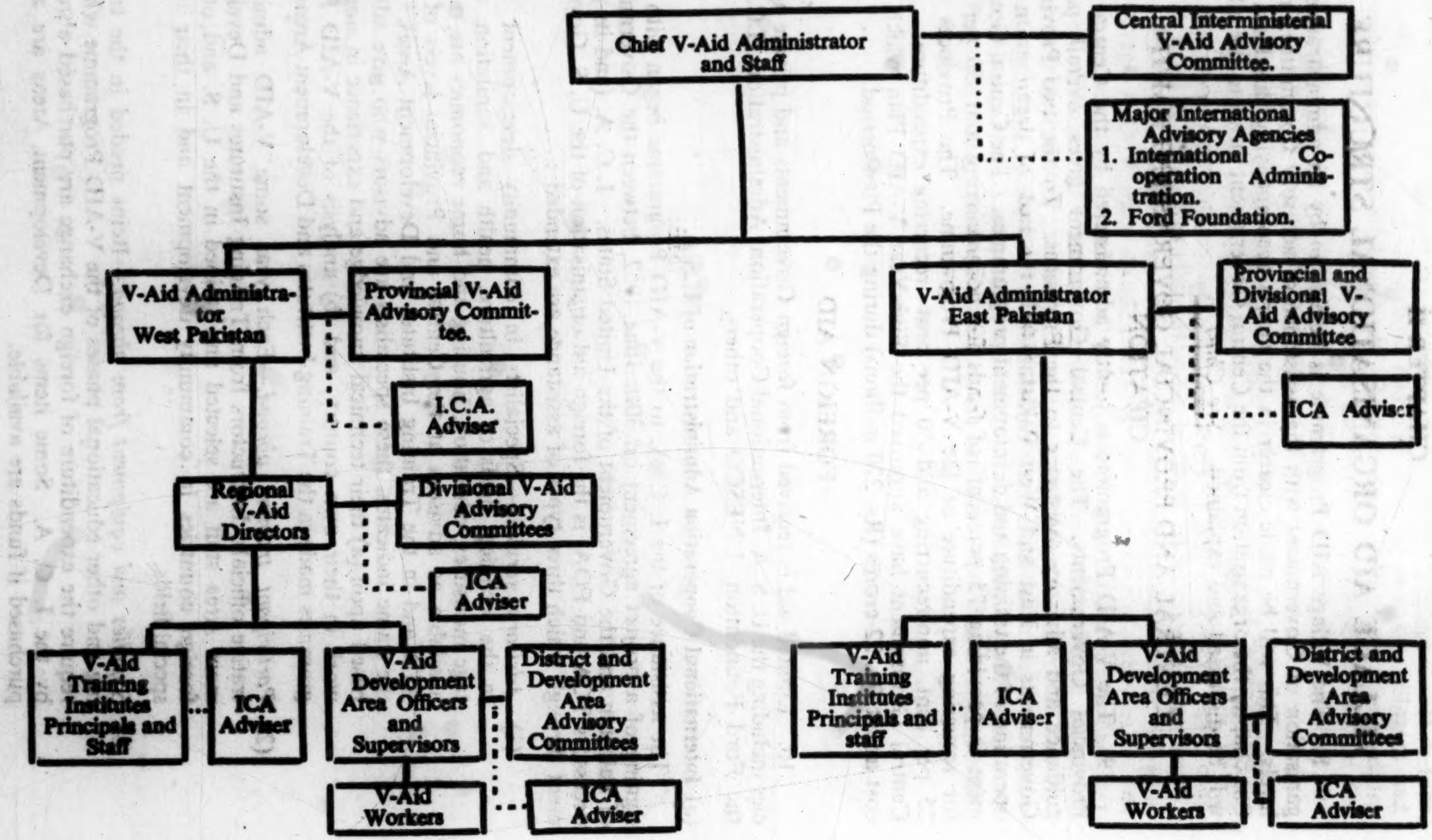
The assistance of the I. C. A. to the V-AID Programme began with the signing of a project agreement on 30th June 1952, between the Government of Pakistan and the Government of the United States. I. C. A. (and its predecessors TCA and FOA) is the foreign aid organisation of the U. S. Government through which three types of assistance are extended :

(1) *Advisory services.*—Specialists in community development and in the technical fields of agriculture, health and sanitation, cottage industries, education, housing and home economics are made available as advisors at the Central and Provincial levels of V-AID and in the Training Institutes and Development Areas. As the name indicates, these specialists are advisors who give advice based upon (*a*) their technical knowledge and experience in similar work in their own country, and (*b*) analysis of the V-AID Programmes made in the Training Institutes and Development Areas.

(2) *Participant training abroad.*—Each year some V-AID administrative officials, Instructors from Training Institutes and Development Area staff are selected and trained in the U. S. and other foreign countries in community development and in their own special fields.

(3) *Supplies and equipment from abroad.*—Items needed in the training and other educational phases of the V-AID Programme which require the expenditure of foreign exchange are purchased abroad by the I. C. A. Some items for Development Areas are also purchased if funds are available.

CHART 1.—OPERATIONAL STRUCTURE OF VILLAGE AID


Chief V-Aid Administrator and Staff
Central Interministerial V-Aid Advisory Committee.
Major International Advisory Agencies
1. International Co-operation Administration.
2. Ford Foundation.
V-Aid Administrator West Pakistan
Provincial V-Aid Advisory Committee.
I.C.A. Adviser
Regional V-Aid Directors
Divisional V-Aid Advisory Committees
ICA Adviser
V-Aid Training Institutes Principals and Staff
ICA Adviser
V-Aid Development Area Officers and Supervisors
District and Development Area Advisory Committees
V-Aid Workers
ICA Adviser
V-Aid Administrator East Pakistan
Provincial and Divisional V-Aid Advisory Committee
ICA Adviser
V-Aid Training Institutes Principals and staff
ICA Adviser
V-Aid Development Area Officers and Supervisors
District and Development Area Advisory Committees
V-Aid Workers
ICA Adviser

(*b*) Ford Foundation

The Foundation, in line with its objective of advancing the cause of world peace through such Programmes as V-AID has extended valuable financial aid to the Programme. The major uses to which this money have been put are :—

(1) Stipends and salaries of the Training Institutes over a four-year period on a decreasing scale.

(2) Part of the local cost of building the Training Institutes.

(3) Contract advisory services for the establishment of two V-AID Academies and the Programme Analysis Unit.

(*c*) UNESCO

This organ of the United Nations has contributed to the V-AID Programe in two ways :—

(1) Provision of training abroad each year in community development for a few members of Training Institute and field staff.

(2) Furnishing two advisers on adult literacy for this phase of the V-AID Programme.

(*d*) Others

The Asia Foundation, the CARE (U. S.) organisation and the Church World Service (U. S.) have made small contributions of agriculture implements, seeds, hatching eggs, etc. In addition Asia Foundation has sponsored a youth work seminar and some basic village research.

CENTRAL GOVERNMENT

11. The Central Village AID Administration is located in the Ministry of Economic Affairs which is the Ministry for the coordination of all foreign aid and development plans of the Central and Provincial Governments. There is a Central Inter-Ministerial V-AID Committee which acts as an advisory body and the V-AID Administration is responsible for the planning and the implementation of the V-AID Programme.

(*a*) Central Inter-Ministerial V-AID Committee

(1) *Structure.*—The present composition of the Committee is shown in *Chart 2.* The Ministries represented are those directly or indirectly connected with the Village AID Programme. The representatives of the two Provinces are those charged with responsibility for Village AID by their respective Governments.

(2) *Functions.*—The Committee is an advisory body to the V-AID Administration and is responsible for reviewing the policies and programmes and for suggesting broad guiding lines for the V-AID Programme.

(*b*) Central Village AID Administration

(1) *Structure.*—*Chart* 3 shows the organisational structure of the Central Village AID Administration.

(2) *Function.*—The V-AID Administration has both general and specific functions.

CHART 2.—COMPOSITION OF THE CENTRAL INTERMINISTERIAL V-AID ADVISORY COMMITTEE

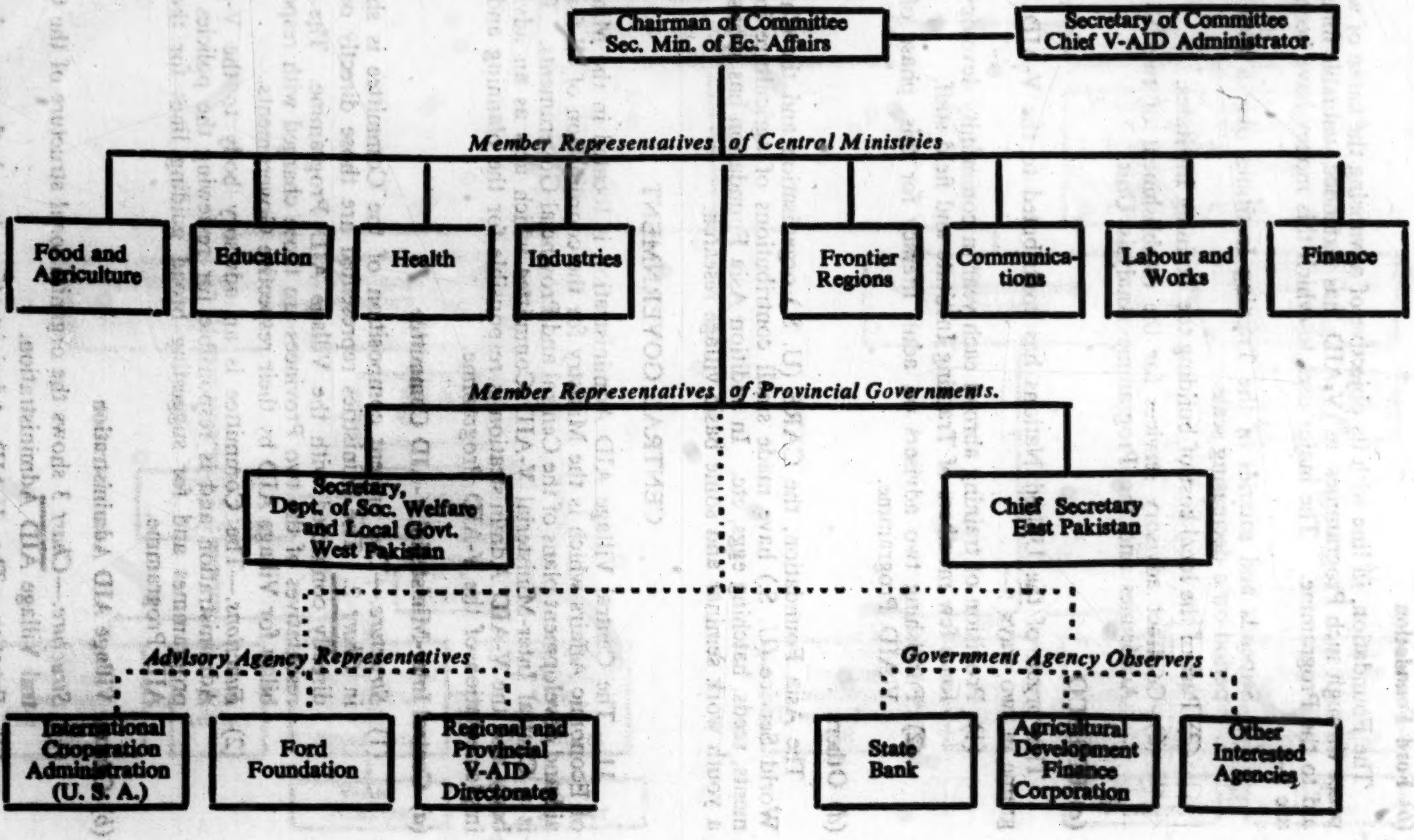
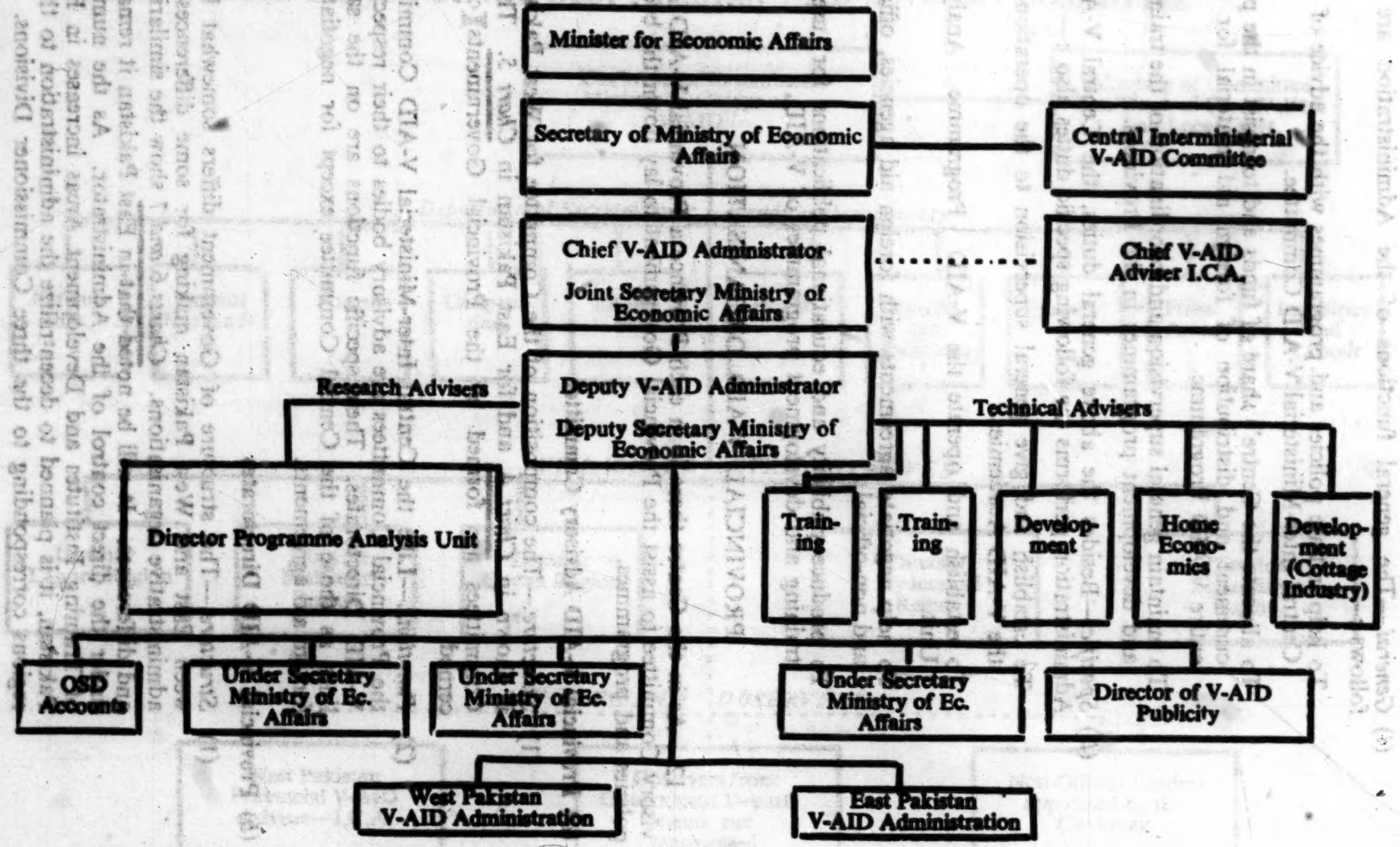

Chairman of Committee Sec. Min. of Ec. Affairs
Secretary of Committee Chief V-AID Administrator
Member Representatives of Central Ministries
Food and Agriculture
Education
Health
Industries
Frontier Regions
Communications
Labour and Works
Finance
Member Representatives of Provincial Governments.
Secretary, Dept. of Soc. Welfare and Local Govt. West Pakistan
Chief Secretary East Pakistan
Advisory Agency Representatives
International Cooperation Administration (U. S. A.)
Ford Foundation
Regional and Provincial V-AID Directorates
Government Agency Observers
State Bank
Agricultural Development Finance Corporation
Other Interested Agencies

CHART 3.—ORGANISATIONAL STRUCTURE OF THE CENTRAL VILLAGE AID ADMINISTRATION


Minister for Economic Affairs
Secretary of Ministry of Economic Affairs
Central Interministerial V-AID Committee
Chief V-AID Administrator
Joint Secretary Ministry of Economic Affairs
Chief V-AID Adviser I.C.A.
Research Advisers
Deputy V-AID Administrator
Deputy Secretary Ministry of Economic Affairs
Technical Advisers
Director Programme Analysis Unit
Train-ing
Train-ing
Develop-ment
Home Econo-mics
Develop-ment (Cottage Industry)
OSD Accounts
Under Secretary Ministry of Ec. Affairs
Under Secretary Ministry of Ec. Affairs
Under Secretary Ministry of Ec. Affairs
Director of V-AID Publicity
West Pakistan V-AID Administration
East Pakistan V-AID Administration

(*i*) *General.*—The general functions of the Administration are as follows :—

To help initiate policies and programmes with the advice of the Central Inter-Ministerial V-AID Committee.

To allocate the Centre's share of funds and to assist in the procurement and distribution of foreign aid material for the entire V-AID Programme.

To maintain general supervision and coordination of the training and development programmes in the Provinces.

(*ii*) *Specific.*—Besides the above general duties, the Central V-AID Administration performs the following specific duties also :—

To establish and give general supervision to the operation of the V-AID Academies.

To establish and operate the V-AID Programme Analysis Unit.

To help negotiate agreements with foreign aid agencies, official and non-official.

To produce publicity and educational publications for use in training and development programmes of V-AID.

PROVINCIAL V-AID ORGANISATION

12. As in the Centre there is in each Province a Provincial V-AID Advisory Committee to assist the Provincial Government to lay down the broad policies and programmes.

(*a*) Provincial V-AID Advisory Committee

(1) *Structure.*—The composition of the Committee for West Pakistan is shown in *Chart 4*, and for East Pakistan in *Chart 5*. These Committees are formed by the Provincial Governments concerned.

(2) *Functions.*—Like the Central Inter-Ministerial V-AID Committee the Provincial Committees are advisory bodies to their respective V-AID Directorates. Their specific functions are on the same lines as those of the Central Committee except for negotiating foreign aid agreements.

(*b*) Provincial V-AID Directorates

(1) *Structure.*—The structure of Government differs somewhat between East and West Pakistan making for some differences in administrative organisations. *Charts 6 and 7* show the similarities and differences. It will be noted that in East Pakistan it remains under the direct control of the Administrator. As the number of Training Institutes and Development Areas increases in East Pakistan, it is planned to decentralize the administration to three regions corresponding to the three Commissioner Divisions.

CHART 4.—COMPOSITION OF THE WEST PAKISTAN V-AID ADVISORY COMMITTEE

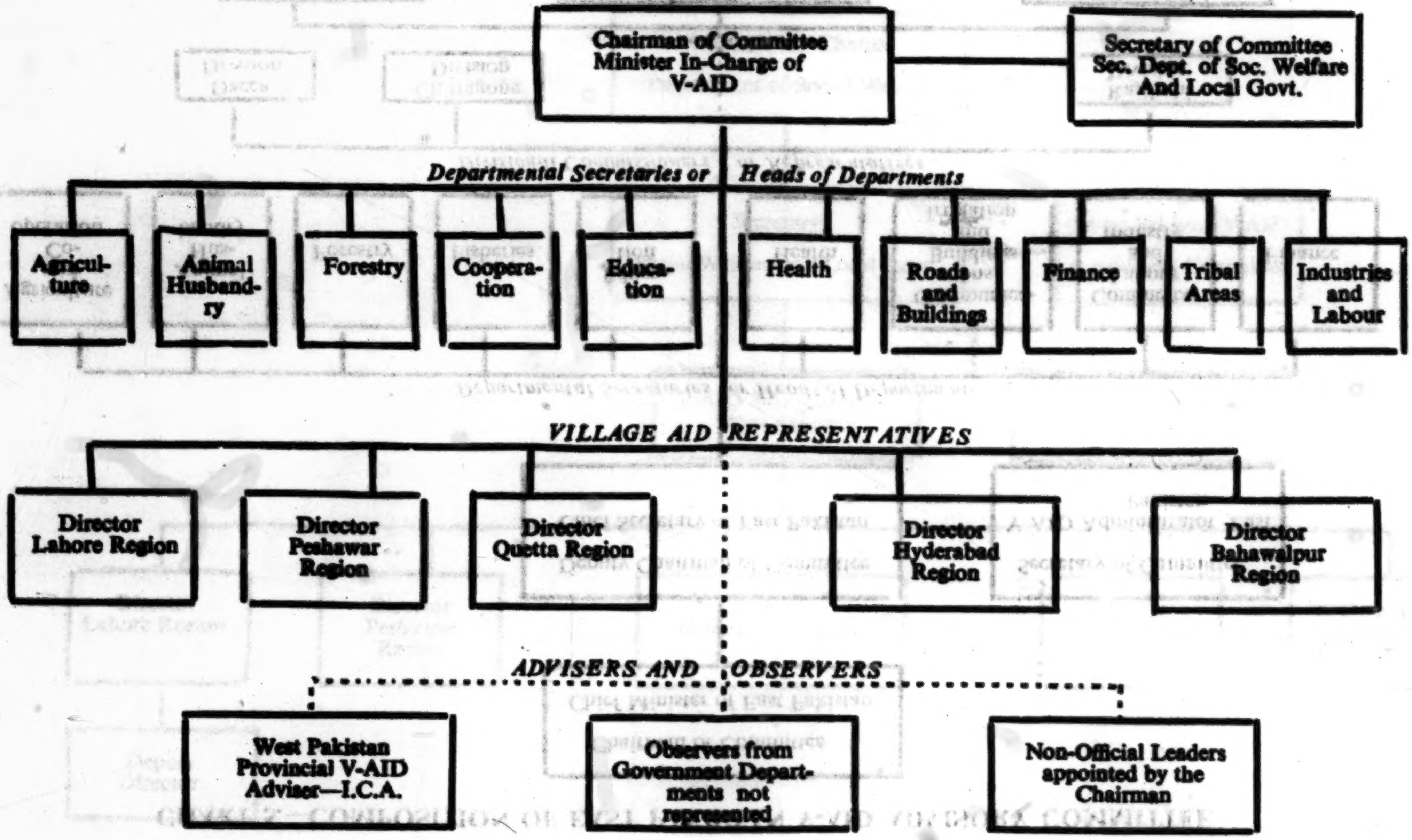

Chairman of Committee Minister In-Charge of V-AID
Secretary of Committee Sec. Dept. of Soc. Welfare And Local Govt.
Departmental Secretaries or Heads of Departments
Agriculture
Animal Husbandry
Forestry
Cooperation
Education
Health
Roads and Buildings
Finance
Tribal Areas
Industries and Labour
VILLAGE AID REPRESENTATIVES
Director Lahore Region
Director Peshawar Region
Director Quetta Region
Director Hyderabad Region
Director Bahawalpur Region
ADVISERS AND OBSERVERS
West Pakistan Provincial V-AID Adviser—I.C.A.
Observers from Government Departments not represented
Non-Official Leaders appointed by the Chairman

CHART 5.—COMPOSITION OF EAST PAKISTAN V-AID ADVISORY COMMITTEE

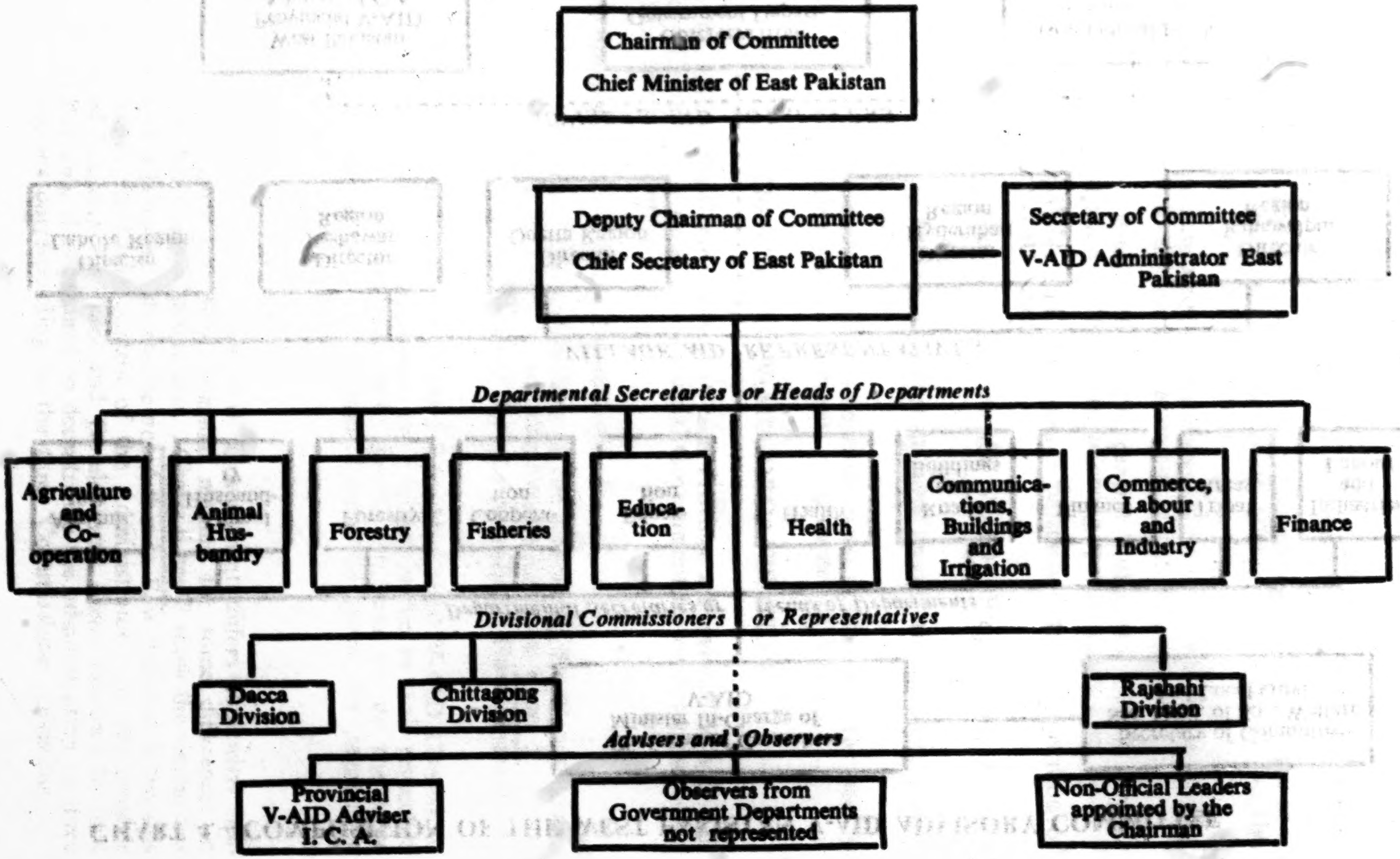

Chairman of Committee
Chief Minister of East Pakistan
Deputy Chairman of Committee
Chief Secretary of East Pakistan
Secretary of Committee
V-AID Administrator East Pakistan
Departmental Secretaries or Heads of Departments
Agriculture and Co-operation
Animal Husbandry
Forestry
Fisheries
Education
Health
Communications, Buildings and Irrigation
Commerce, Labour and Industry
Finance
Divisional Commissioners or Representatives
Dacca Division
Chittagong Division
Rajshahi Division
Advisers and Observers
Provincial V-AID Adviser I. C. A.
Observers from Government Departments not represented
Non-Official Leaders appointed by the Chairman

CHART 6.—ORGANIZATIONAL STRUCTURE OF THE WEST PAKISTAN PROVINCIAL V-AID DIRECTORATE

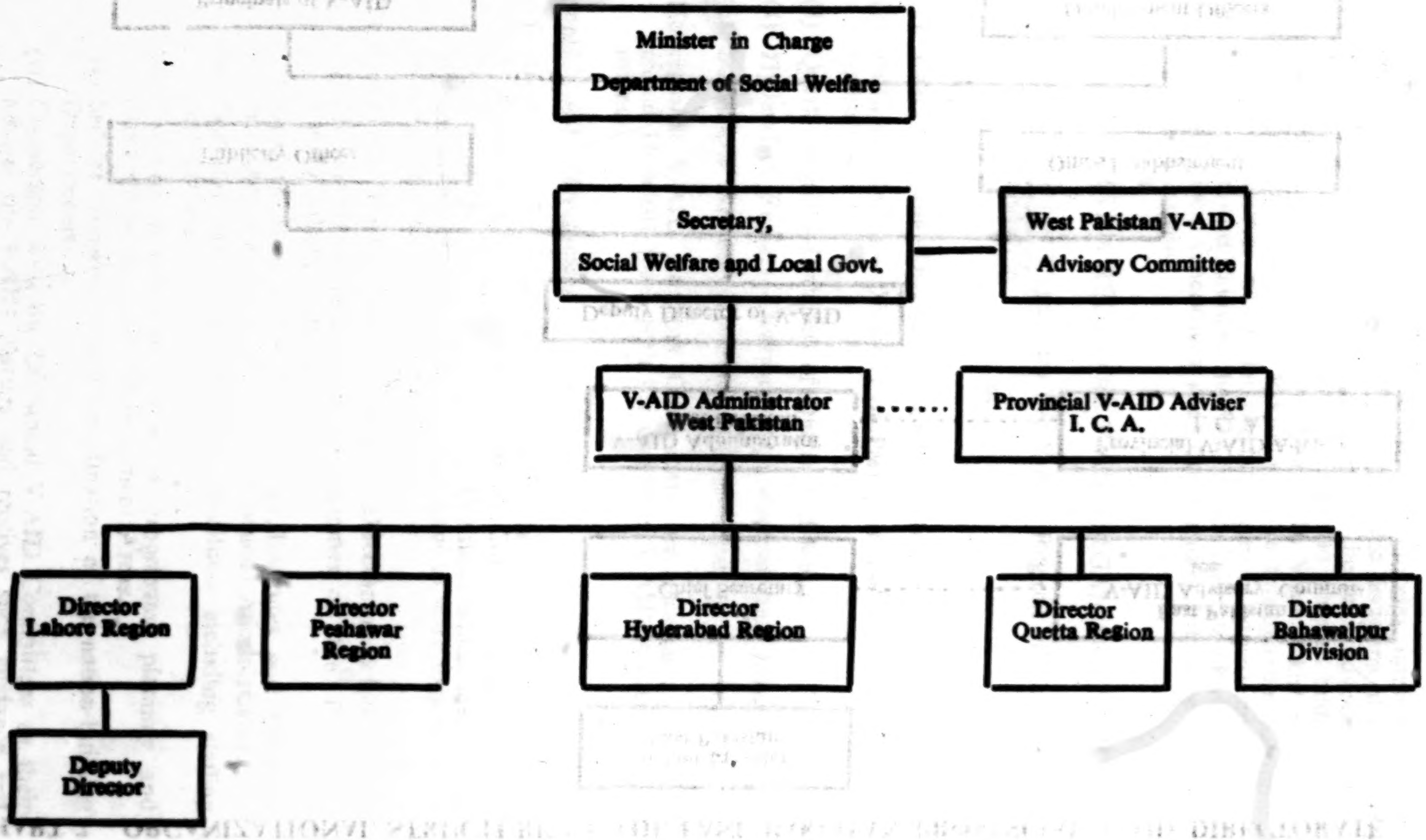
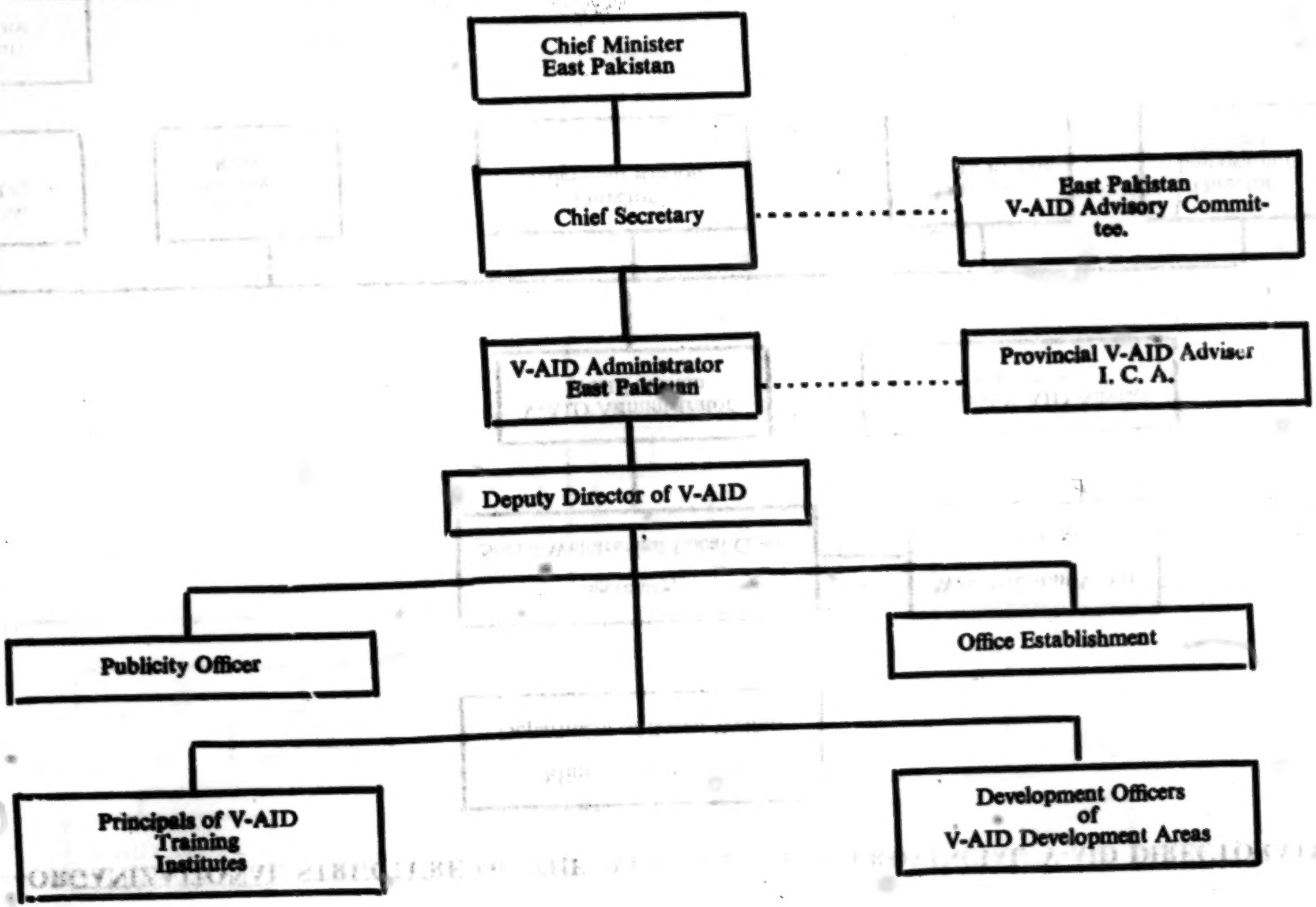

Minister in Charge
Department of Social Welfare
Secretary,
Social Welfare and Local Govt.
West Pakistan V-AID
Advisory Committee
V-AID Administrator
West Pakistan
Provincial V-AID Adviser
I. C. A.
Director
Lahore Region
Director
Peshawar
Region
Director
Hyderabad Region
Director
Quetta Region
Director
Bahawalpur
Division
Deputy
Director

CHART 7.—ORGANIZATIONAL STRUCTURE OF THE EAST PAKISTAN PROVINCIAL V-AID DIRECTORATE


Chief Minister
East Pakistan
Chief Secretary
East Pakistan
V-AID Advisory Committee.
V-AID Administrator
East Pakistan
Provincial V-AID Adviser
I. C. A.
Deputy Director of V-AID
Publicity Officer
Office Establishment
Principals of V-AID
Training
Institutes
Development Officers
of
V-AID Development Areas

(2) *Functions.*—The Provincial V-AID Directorates implement the policies and programmes in the light of the decisions of the Central Inter-Ministerial Committee and on the lines advised by the Central V-AID Administration. They also prepare budgets and secure the provincial share of funds. In West Pakistan the V-AID Administrator, West Pakistan works through the Regional Directorates over which he exercises general supervision and control. In East Pakistan the V-AID Administrator East Pakistan exercises direct supervision over the Training Institutes and Development Areas.

WEST PAKISTAN REGIONAL V-AID ORGANISATION

13. As noted in *Chart 6* there are five V-AID Regions in West Pakistan each with a V-AID Directorate.

(*a*) Regional Composition

(1) Lahore Region—Divisions of Lahore, Multan and Rawalpindi.

(2) Peshawar Region—Divisions of Peshawar and D. I. K. and the Tribal areas.

(3) Quetta Region—Divisions of Quetta and Kalat.

(4) Hyderabad Region—Divisions of Hyderabad and Khairpur.

(5) Bahwalpur Region—Division of Bahawalpur.

No regional V-AID Advisory Committees are necessary. The Regional Directors work with the divisional V-AID Advisory Committees.

(*b*) Regional V-AID Directorates

(1) *Structure.*—The organisation of a typical Regional Directorate is shown in *Chart* 8. The Divisional Committees exercise advisory functions for their respective Divisions which means that in some cases a Regional Director may have to work with as many as three such Committees.

(2) *Functions.*—The functions of a Regional Director are as follows :—

(*i*) Implements policies and programmes of the Provincial V-AID Administration.

(*ii*) Prepares budgets for the Training Institutes and Development Areas and submits to the Provincial Administrator.

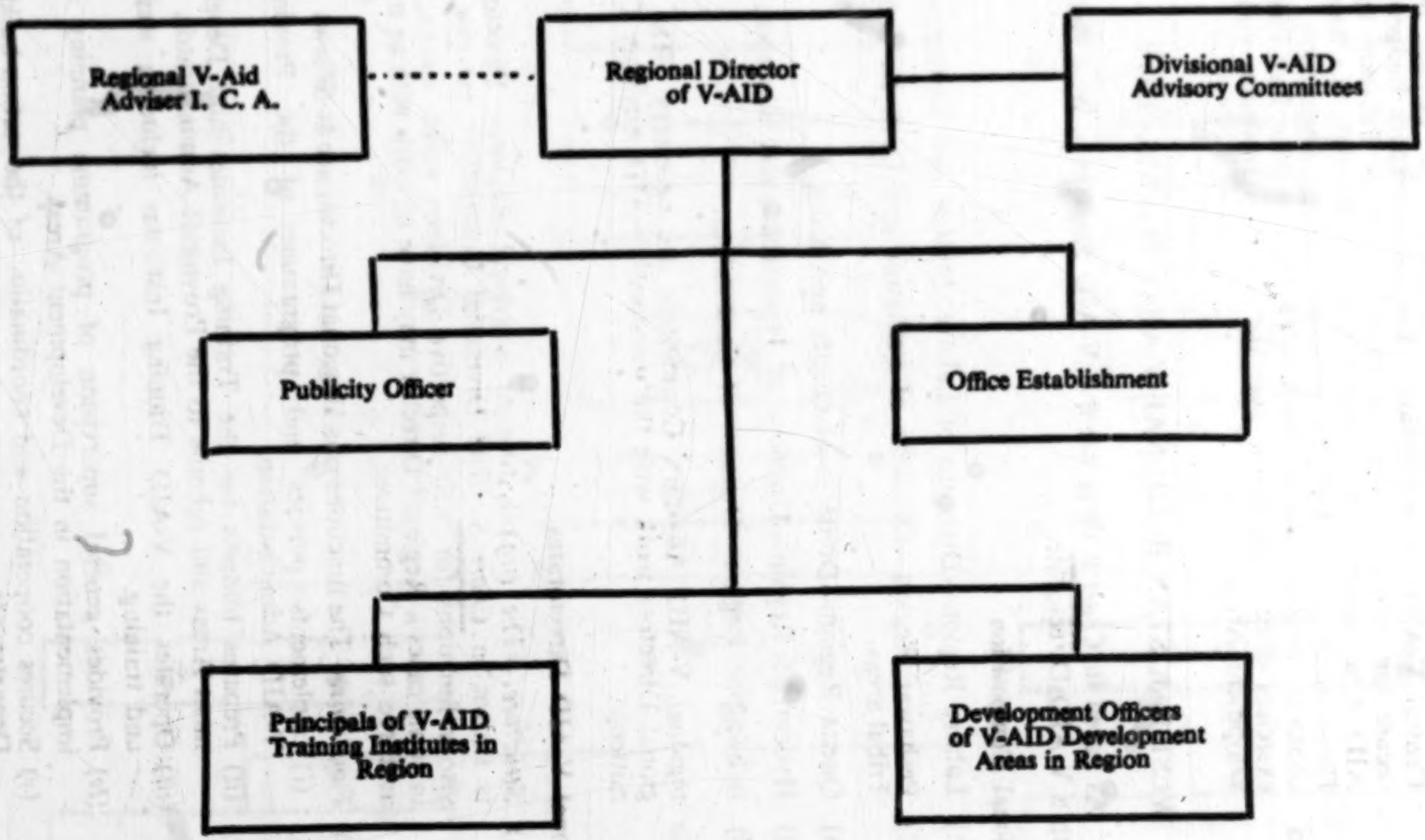
(*iii*) Operates the V-AID Training Institutes including staffing and training.

(*iv*) Provides general supervision of programme planning and implementation in the Development Areas.

(*v*) Secures cooperation and coordination of the nation-building Departments.

(*vi*) Cooperates with the Divisional V-AID Committees as their adviser on V-AID matters and receives such guidance and assistance from it as is necessary for the implementation of the Programme in the Division.

CHART 8.—ORGANIZATIONAL STRUCTURE OF A WEST PAKISTAN REGIONAL V-AID DIRECTORATE


Regional V-Aid Adviser I. C. A.
Regional Director of V-AID
Divisional V-AID Advisory Committees
Publicity Officer
Office Establishment
Principals of V-AID Training Institutes in Region
Development Officers of V-AID Development Areas in Region

DIVISIONAL AND DISTRICT ADVISORY COMMITTEES

14. Advisory Committees are the only V-AID organisations at the divisional and district levels.

(*a*) Divisional V-AID Advisory Committees

(1) *Structure.*—In each of the ten divisions in West Pakistan and in the three in the East a V-AID Advisory Committee is already established, or is in the process of being established. The composition of a typical Committee is shown in *Chart* 9. [Note that the village leaders shown are elected representatives of the District V-AID Advisory Committees].

(2) *Functions.*—This Committee reviews the annual plans of work of Development Areas submitted by the District Committees and allocates development funds to the Districts based upon these plans. As with similar committees at higher levels it serves to coordinate the nation-building Departments in supporting the V-AID Programme and in using it as their extension or educational arm among the villages. Each representative of these Departments will thus have the responsibility for planning and assisting the Development Programme and will be able to contribute the share of his Department to the planned operations.

(*b*) District V-AID Advisory Committees

(1) *Structure.*—As *Chart* 10 shows, the composition of the District Committee closely parallels the one at the Divisional level. It will be noted that two village leaders (non-officials) represent each Development Area in the District. Ordinarily this committee will not be formed until there is more than one Development Area in the District.

(2) *Functions.*—The committee performs the same duties for the District as the Divisional Committee does for the Division.

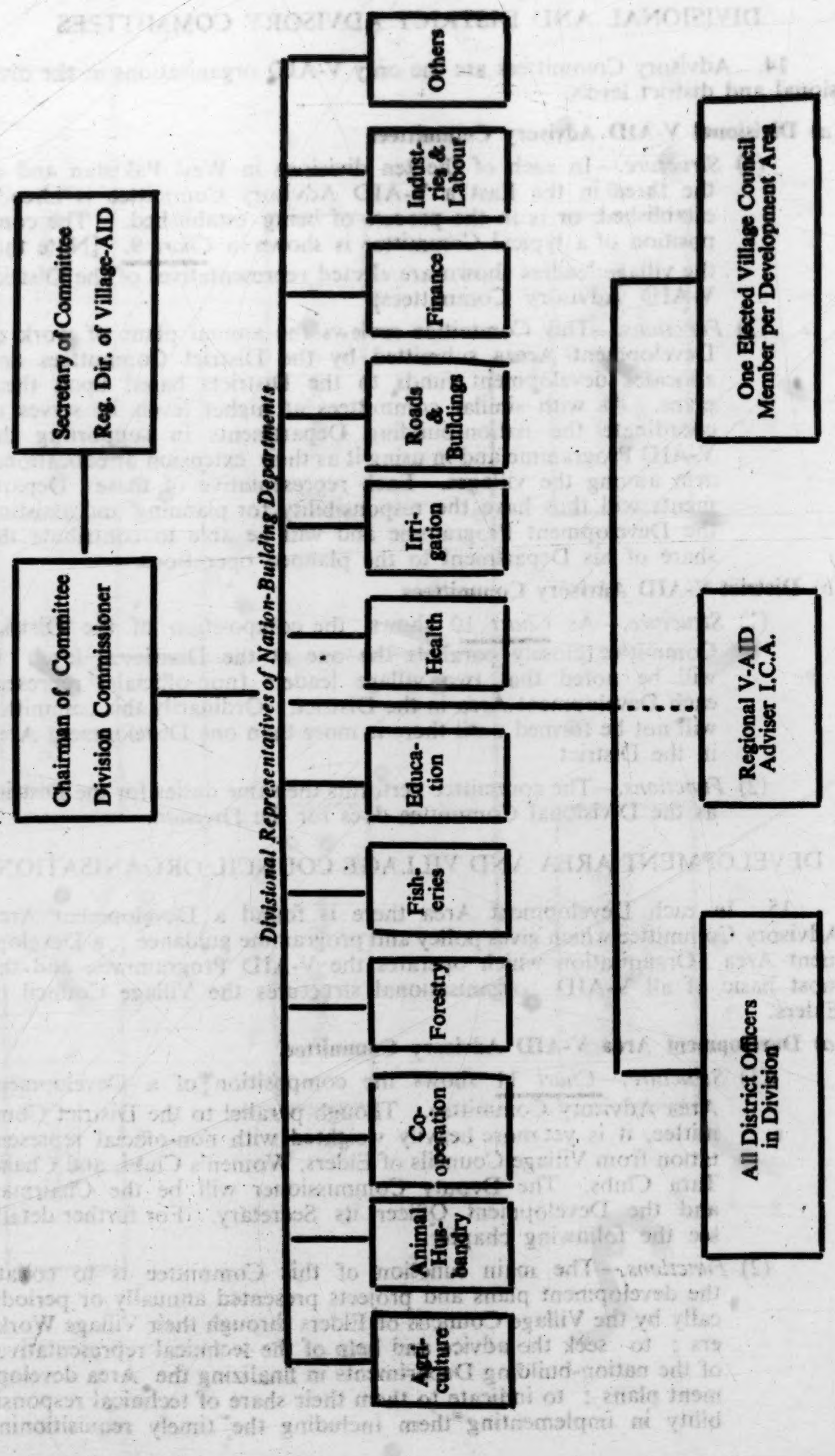
DEVELOPMENT AREA AND VILLAGE COUNCIL ORGANISATION

15. In each Development Area there is found a Development Area Advisory Committee which gives policy and programme guidance ; a Development Area Organisation which operates the V-AID Programmes, and the most basic of all V-AID organisational structures the Village Council of Elders.

(*a*) Development Area V-AID Advisory Committee

(1) *Structure.*—*Chart* 11 shows the composition of a Development Area Advisory Committee. Though parallel to the District Committee, it is yet more heavily weighted with non-official representation from Village Councils of Elders, Women's Clubs, and Chand Tara Clubs. The Deputy Commissioner will be the Chairman and the Development Officer its Secretary. For further details see the following chapter.

(2) *Functions.*—The main function of this Committee is to collate the development plans and projects presented annually or periodically by the Village Councils of Elders through their Village Workers ; to seek the advice and help of the technical representatives of the nation-building Departments in finalizing the Area development plans ; to indicate to them their share of technical responsibility in implementing them including the timely requisitioning



Chairman of Committee
Division Commissioner
Secretary of Committee
Reg. Dir. of Village-AID
Divisional Representatives of Nation-Building Departments
Agri-culture
Animal Hus-bandry
Co-operation
Forestry
Fish-eries
Educa-tion
Health
Irri-gation
Roads & Buildings
Finance
Indust-ries & Labour
Others
All District Officers in Division
Regional V-AID Adviser I.C.A.
One Elected Village Council Member per Development Area

CHART 9—COMPOSITION OF A DIVISIONAL V-AID ADVISORY COMMITTEE

CHART 10—COMPOSITION OF A DISTRICT V-AID ADVISORY COMMITTEE

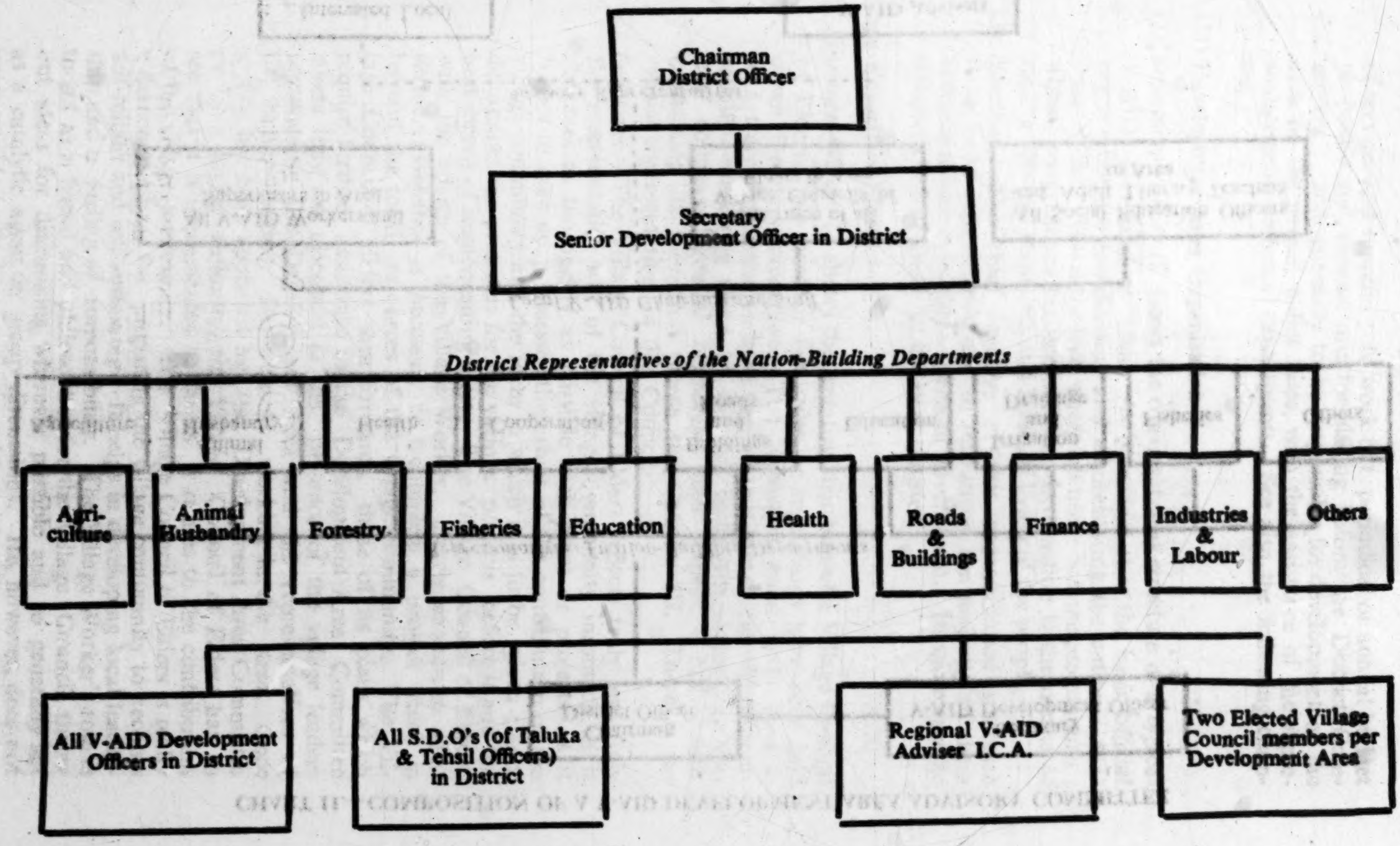
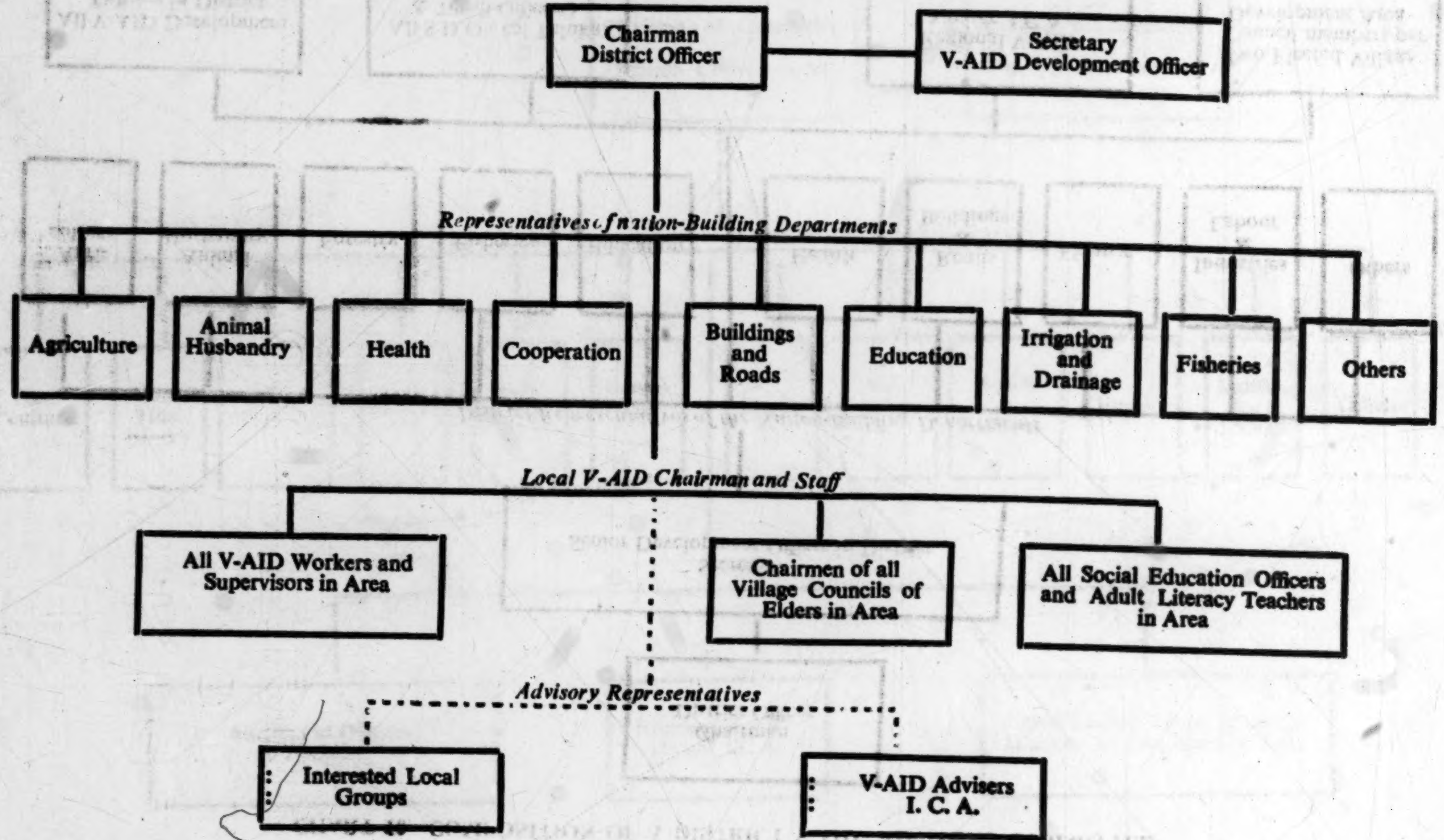

Chairman
District Officer
Secretary
Senior Development Officer in District
District Representatives of the Nation-Building Departments
Agri-culture
Animal Husbandry
Forestry
Fisheries
Education
Health
Roads & Buildings
Finance
Industries & Labour
Others
All V-AID Development Officers in District
All S.D.O's (of Taluka & Tehsil Officers) in District
Regional V-AID Adviser I.C.A.
Two Elected Village Council members per Development Area

CHART 11.—COMPOSITION OF A V-AID DEVELOPMENT AREA ADVISORY COMMITTEE


Chairman
District Officer
Secretary
V-AID Development Officer
Representatives of nation-Building Departments
Agriculture
Animal Husbandry
Health
Cooperation
Buildings and Roads
Education
Irrigation and Drainage
Fisheries
Others
Local V-AID Chairman and Staff
All V-AID Workers and Supervisors in Area
Chairmen of all Village Councils of Elders in Area
All Social Education Officers and Adult Literacy Teachers in Area
Advisory Representatives
Interested Local Groups
V-AID Advisers
I. C. A.

of services and supplies ; to work out periodical or annual budget proposals and expenditures for placing before the District Committees ; and, generally to be responsible for development of the area on the overall policy lines, with the assistance of the representatives of technical departments. See also the following chapter.

(*b*) V-AID Development Area Organisation

(1) *Structure.*—*Chart* 12 shows the organisational structure of a typical V-AID Development Area. As is evident it is the basic official organisation for coordinating and administering the entire V-AID Programme. This is the level where felt needs become programmes ; where programmes become action; where action is the means of raising the real standards and levels of living of the people.

(2) *Functions.*—The chief function of this organisational structure is to build programmes and to implement the majority of them without reference to higher levels of government. Its more specific functions are detailed in the next chapter.

(*c*) Village Council of Elders

(1) *Structure.*—*Chart* 13 shows the tentative structure of a Village Council of Elders. No hard or fast rules or regulations have been laid down for its composition. The important point is to have it as a truly representative body for all sections of the village community—something which all can call their own—something that can command general confidence and respect. For details concerning its formation please see Chapter III. There is no official representation on this Council.

(2) *Functions.*—The Village Council of Elders reflects truly and fully the representative will of the village community inasmuch as it discusses as thoroughly as possible such plans or projects as it wishes to take up ; assesses the extent of the contribution of the village community and the form in which it is to be given ; and, determines the priorities for the various projects before it and the best means of implementing them. The Village Council of Elders, with the advice of the Village Worker, clearly enunciates what further assistance is necessary to complete a project which is beyond the local resources of the village community. The Village Council of Elders then forwards those of its plans which require further assistance to the Development Area Committee where they are discussed in the presence of the village leaders representing the Development Area and the representatives of the Nation-Building Departments working in the area. Once a plan has been approved by the Development Area Committee or by a higher authority, the Village Council of Elders has to see that it is implemented so far as it relates to the contribution of the village community. The Village Council of Elders is really a democratic base for preparing the village community to become self-reliant and self-sustaining. It helps in developing local leadership and a feeling of responsibility. The Village Worker's role is to act as a friend and philosopher for the Village Council, throw out ideas for discussions wherever possible and to generally act as a catalytic agent in group discussions. He, however, does not press any ideas which are not acceptable to the village community.

CHART 12.—ORGANISATIONAL STRUCTURE OF A V-AID DEVELOPMENT AREA

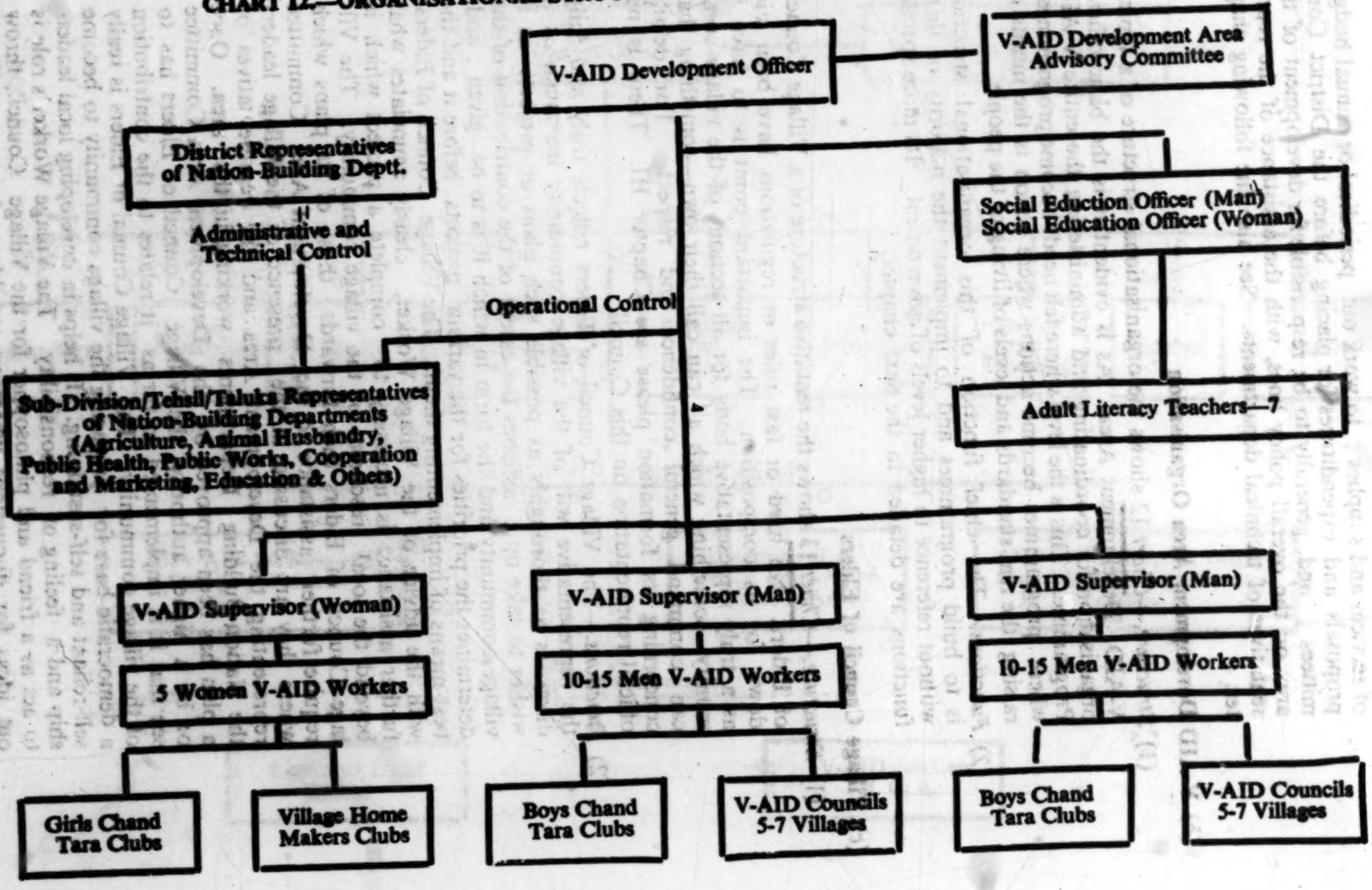
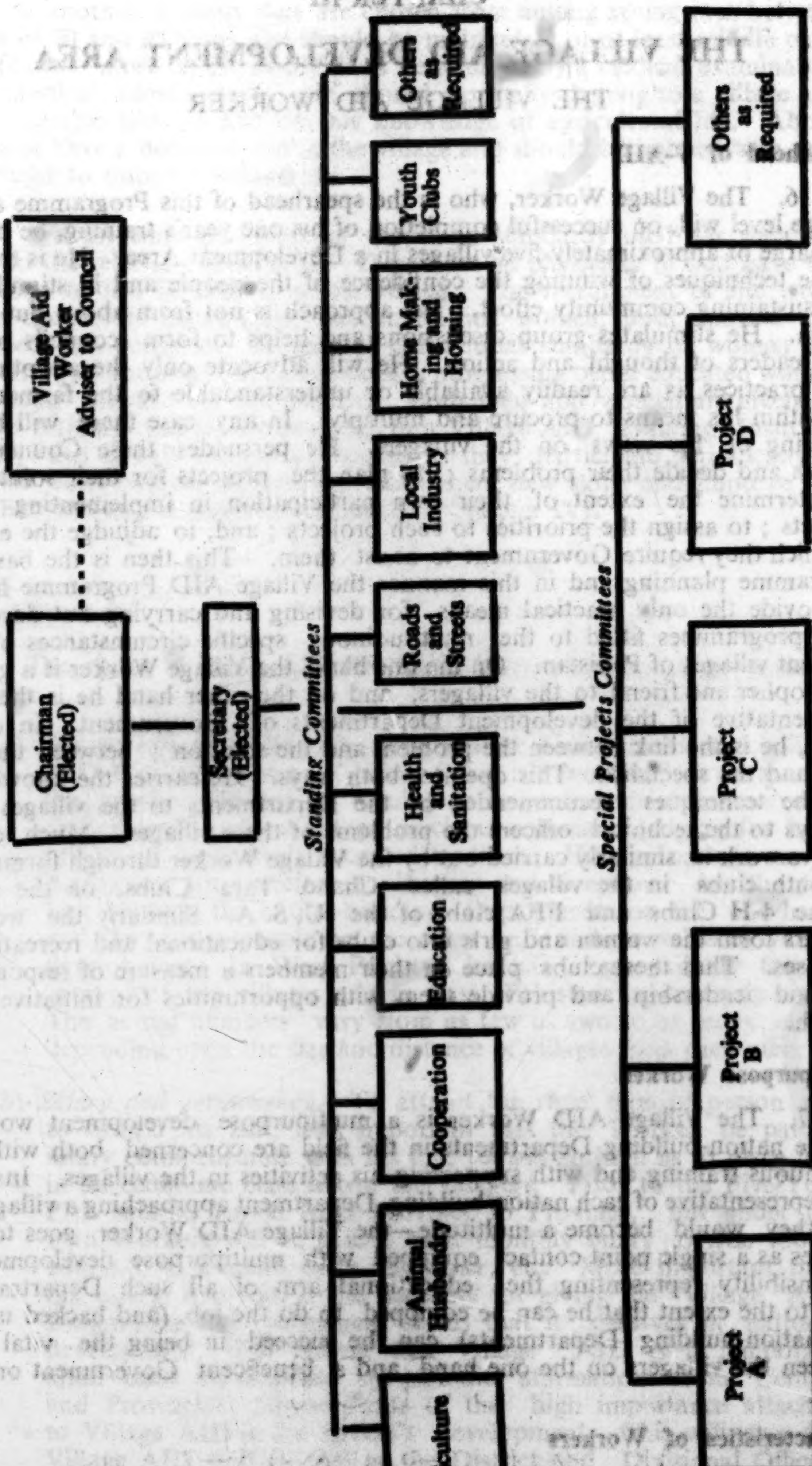

V-AID Development Officer
V-AID Development Area Advisory Committee
District Representatives of Nation-Building Deptt.
Administrative and Technical Control
Operational Control
Social Eduction Officer (Man)
Social Education Officer (Woman)
Adult Literacy Teachers—7
Sub-Division/Tehsil/Taluka Representatives of Nation-Building Departments (Agriculture, Animal Husbandry, Public Health, Public Works, Cooperation and Marketing, Education & Others)
V-AID Supervisor (Woman)
5 Women V-AID Workers
V-AID Supervisor (Man)
10-15 Men V-AID Workers
V-AID Supervisor (Man)
10-15 Men V-AID Workers
Girls Chand Tara Clubs
Village Home Makers Clubs
Boys Chand Tara Clubs
V-AID Councils 5-7 Villages
Boys Chand Tara Clubs
V-AID Councils 5-7 Villages

CHART 13.—MODEL ORGANISATION OF A VILLAGE COUNCIL OF ELDERS


Chairman (Elected)
Village Aid Worker Adviser to Council
Secretary (Elected)
Standing Committees
Agriculture
Animal Husbandry
Cooperation
Education
Health and Sanitation
Roads and Streets
Local Industry
Home Making and Housing
Youth Clubs
Others as Required
Special Projects Committees
Project A
Project B
Project C
Project D
Others as Required

CHAPTER III

THE VILLAGE AID DEVELOPMENT AREA

THE VILLAGE AID WORKER

Spearhead of V-AID

16. The Village Worker, who is the spearhead of this Programme at the village level will, on successful completion of his one year's training, be placed in charge of approximately five villages in a Development Area. He is trained in the techniques of winning the confidence of the people and in stimulating and sustaining community effort. His approach is not from above but from within. He stimulates group discussions and helps to form councils of village leaders of thought and action. He will advocate only the adoption of such practices as are readily available or understandable to the farmer and are within his means to procure and multiply. In any case there will be no imposing of his views on the villagers. He persuades these Councils to discuss and decide their problems ; to plan the projects for their solution ; to determine the extent of their own participation in implementing these projects ; to assign the priorities to such projects ; and, to adjudge the extent to which they require Government to assist them. This then is the basis of programme planning and in this manner the Village AID Programme hopes to provide the only practical means for devising and carrying out development programmes fitted to the multitudinous specific circumstances of the different villages of Pakistan. On the one hand, the Village Worker is a guide, philosopher and friend to the villagers, and on the other hand he is the sole representative of the development Departments of Government. In other words, he is the link between the problem and the solution ; between the villager and the specialist. This operates both ways. He carries the knowledge and the techniques recommended by the Departments to the villages and conveys to the technical officers the problems of these villages. Much constructive work is similarly carried out by the Village Worker through formation of youth clubs in the villages called Chand Tara Clubs, on the lines of the 4-H Clubs and FFA clubs of the U. S. A. Similarly the women workers form the women and girls into clubs for educational and recreational purposes. Thus these clubs place on their members a measure of responsibility and leadership and provide them with opportunities for initiative and growth.

Multipurpose Worker

17. The Village AID Worker is a multipurpose development worker. All the nation-building Departments in the field are concerned both with his continuous training and with supporting his activities in the villages. Instead of a representative of each nation-building Department approaching a villager—and they would become a multitude—the Village AID Worker goes to the villages as a single point contact equipped with multipurpose developmental responsibility representing the educational arm of all such Departments. Only to the extent that he can be equipped to do the job, (and backed up by the nation-building Departments) can he succeed in being the vital link between the villagers on the one hand and a beneficent Government on the other.

Characteristics of Workers

18. *Men trainees.*—There are some variations in the standards of selection of recruits for training as Village AID Workers from one part of the

country to another. Usually they are chosen from among young men between the ages of 20 and 35 years and should be matriculate or at least middle pass. The applicant must be physically fit as determined by a medical examination and by physical stamina tests. He should normally belong to a village and is given suitable tests to find out his knowledge of agricultural life. Above all he must have a desire to live in the village and should be imbued with missionary zeal to improve village life.

19. *Women trainees.*—Some of the same standards used for men are applied to the selection of women. They must be physically fit and have the same desire to live in and serve the village. The recruitment of the wives of male trainees is encouraged, but unattached women, both married and un-married, are accepted. In general educational standards of women are lower than those for men, but as the work is progressing better educated women are coming forward for recruitment. Both men and women are given an intensive training course for one year in a Village AID Training Institute. However, this is only the initial training as they participate periodically in specialised short courses designed to teach them new skills and improve old ones (their training is described in detail in Chapter IV).

Status of Workers

20. The status of the V-AID Worker is unique among all government employees.

(*a*) *Not an officer.*—Although employed by Government, the Village AID Worker is not an " officer " but a " worker "—a servant of the people. He has no regulatory or enforcement powers over the villagers and cannot so much as command lodging for himself unless he is freely accepted by them. His approach is one of persuasion not coercion in planning and in action. As the sole link between the nation-building Departments on the one hand and the village people on the other he is indispensable to village development. In West Pakistan he has responsibility for an average of five villages and in East Pakistan for seven to eight. The actual numbers vary from as few as two to as many as ten depending upon the size and distance of villages from each other.

(*b*) *Salary and permanency.*—To attract the right type of person and to sustain his zeal, it is important that the Worker be paid a salary commensurate with his job, yet not so high as to place him in an economic class above the villagers. Prior to the Five-Year Plan salaries varied from Province to Province, but under the Plan Workers will be paid a basic monthly salary of Rs. 100 in addition to a small cycle allowance, etc. More important than the salary, it is felt, is the necessity for giving the Village AID Programme the permanent status that it deserves in national development. The feeling that Village AID is a temporary affair must be dispelled by periodic affirmations from Central and Provincial Governments of the high importance attached to Village AID in the nation's development. This will give the Village AID staff as well as the District and Divisional Officers the assurance of status which they need particularly in dealing with representatives of other Government Departments.

Functions of Village AID Workers

21. The functions of the V-AID Worker are as unique as his status. He is an educator, organiser and planner, friend, philosopher and guide to the villagers.

(*a*) *Educator.*—The Village AID Programme is fundamentally educational in character. The Development Officers, the Supervisors and the Village AID Workers all carry to the villagers the fruits of knowledge which the colleges, research stations and nation-building Departments of Agriculture, Animal Husbandry, Health, Education, Cooperatives, Industries, Home Economics, etc. have accumulated. Obviously the Worker cannot become an expert in all of these fields or even in one. However, he is trained in the basic skills of each technical area which are most needed in the villages. Where specialized technical advice is necessary, the Workers are taught how to obtain it from the subject-matter, technical officers and to pass it on to the villagers. The Village AID Workers are ready tools for the technical officers to fashion to their special purposes by further training. These workers are channels for the technical officers to use in disseminating their own knowledge and skill in a much more effective way than they can ever do alone. Instead of one pair of hands the specialist has thirty (if he will but learn to use them) to carry his knowledge and skills to the villagers who need help and have been made receptive by the Village AID Workers.

(*b*) *Organiser and planner.*—Experience in similar types of work in other countries, as well as in Pakistan, has demonstrated the great efficiency of working in and through groups. For this reason the Village AID Worker is an organiser and leader—adviser of Village Councils of Elders, youth clubs and other groups which meet human needs. He teaches these groups how to analyze their needs and how to plan programmes to meet them on an individual as well as a community basis. He does not "run" these organisations but acts as a stimulator and a trainer of leaders who can then carry on without him. In short, he is a catalytic agent for releasing the dormant energies of local talent and leadership.

(*c*) *Friend, philosopher and guide.*—The Village AID Worker is a friend of the villagers. He makes it his business to know them personally and to be impartially interested in them as individuals. Thus he gains their confidence and they come to trust in him as their philosopher and guide in many of the major concerns of life. His approach is not from above but from within ; not that of an official but of one who constantly demonstrates the sincerity of his personal desire to help people to help themselves. This type of relationship is not easily established, but once established is invaluable in getting ready acceptance of all types of development programmes in any field.

Special Functions of Women Village AID Workers

22. Village AID recognizes the importance of the women and girls in the villages and provides trained workers with special functions.

(*a*) *Generally similar to men.*—In Pakistan, with its social traditions, an approach to the women of the village must be made by a Woman Worker as has been described for the Male Worker ; she becomes the educator, the organiser and planner, the philosopher, friend and guide of the women and girls of the village. No country can achieve real or lasting progress unless the women who are half the population make their full contribution. The first task of the Woman Worker is to bring a realization of the importance of the woman's influence in the home for the well-being of the entire family.

(*b*) *Use clubs extensively.*—It is the first job of these Women Workers to establish their bonafides with the women and girls of the village. Like the men they work through the village women as a group as well as individually. The girls are formed into youth clubs and the women into various types of home-making clubs. Through these clubs instruction is given in the homemaking arts and sciences ; in prenatal, child and maternal care ; in the production, preservation and preparation of foods for balanced nutrition ; in efficient methods of carrying out household jobs and managing the home so as to make it more attractive and a place of which to be proud ; and, finally, in improving the handicrafts of the village to enable the women and girls to use their time and skills for earning additional income. Thus the family is prepared to take its basic place in both individual and community planning and to contribute its share to the realisation of these plans.

(*c*) *Requires expansion.*—Although only a relatively few women have so far been trained and put out as Workers, the records of these few have created a demand far beyond the ability of the present programme to train them. It is hoped that as more trained Instructors become available from the new colleges of Home Economics that the women's programme can be greatly expanded and accelerated.

VILLAGE COUNCILS AND PROGRAMME PLANNING

Methods of Organising Councils

23. Workers are taught at the Institutes the principles of group structure and functioning and how to apply these principles in organising and guiding Councils.

(*a*) *Requires period of preparation.*—It is usually not possible for the Village AID Worker to immediately organise a Village Council when he first enters a village. He must become acquainted and gain a measure of acceptance before the people are ready to take so important a step. A Council may be regarded as a formal or visual result of a period of informal working with individuals and small groups until they feel the need for coming together.

(*b*) *Local leadership necessary.*—The first task of the Village AID Worker is to find or to develop local leadership. The leaders whom he seeks are those who in thought and action are responsive to new ideas and in whom the rest of community places confidence as persons worthy of following and emulating. The Worker helps to get this type of leadership together and then they discuss between themselves their unsatisfactory conditions and the underlying reasons for them. He then helps the group to pinpoint some problem which promises relatively quick results, which involves a number of people in its achievement, is within the capacity of the village to accomplish, and is easily seen and recognised as a product of group effort. Such projects as an approach road to the village, a new school building, filling a useless village pond, and digging a new village well have been used as the initial undertaking. With such an accomplishment to their credit it is usually relatively easy to form a Village Council of Elders and approach all of their problems in a systematic manner.

(c) *No set structure.*—There are no formal rules as to the composition of a Village Council. In a few cases village panchayats which were representative of the people, were operating for their general good, and were not torn with factions have been used as such Councils. Where a panchayat suffers from factions or malpractices, do not represent the people, and stand for coercion and force, it is necessary to form a separate Council. It should be noted that in any case the Village Councils are completely non-official bodies and consist of the recognised leaders of the village who serve on a voluntary basis (*see* Chart 13 for a form of organisation).

Programme Planning

24. *Based on felt needs.*—The whole philosophy and procedure of Village AID is based upon making a beginning from the stage where the people at present are and then helping them to help themselves in reaching their goals. Thus there are no limitations upon the types of problems which may be defined by the villagers and upon which their resources may be brought to bear. The only criteria is that they must be needs felt and acknowledged by the villagers and on which they are willing to work. These needs are as broad as the village life itself and include roads, streets, drains, wells, schools, sanitary arrangements, improved seeds, fertilizers, markets, land distribution, housing, local industry, and many others.

25. *Village AID Workers technique.*—In the whole process of programme planning the Worker acts as the catalyst or stimulator of the Council. Initially he may act as the Secretary of the Council and its discussion leader. However, as soon as possible he trains others to take over these functions and he reverts to his role as Advisor. Although no rigid order of procedure can be prescribed in first working with the Council he may do the following things :—

(a) First, he encourages freedom of expression by the members of the Council on their problems and points of view. This often requires suggestions from him as to other problems but in no case does he impose his views upon the members.

(b) Second, he gives guidance in objectively analysing each problem which has been expressed. This often requires that a simple survey be made of the nature and extent of the problem. The Village Worker does not make this survey himself but he helps the Council members to make it as he knows that this is the best possible way to fire their enthusiasm for solving the problem as well as for ensuring that the plans will be realistic.

(c) The third step in programme planning is to use the knowledge gained by the survey as a basis for preparing realistic plans of action to solve the problem. This step involves the allocation of available resources of manpower, money and materials.

(*d*) The fourth step follows logically from the third and involves securing governmental assistance to supplement the maximum efforts of the villagers when these efforts fall short of the goal.

(*e*) The fifth and final step is that of consolidating plans on particular problems into a plan of work for the village covering a year or even longer period. Although it is usually desirable to attack one problem at a time and see it through, it is possible as the Council gains in experience to look at a number of their problems in a preliminary manner before attempting their solutions. The resultant annual programmes of work of the Councils will be invaluable in providing a realistic and coordinated basis for planning the development of the whole area and for securing the required assistance of Government Departments. It is hoped that programme planning for a whole year at the Village Council level will be completed by January each year, the plans reach the Area/District Advisory Committees and be finalized under the chairmanship of the Deputy Commissioner or District Magistrate by March so that by early April the budget proposals may be accepted and implementation of the plans started.

Programme Implementation

26. The execution of plans follows logically from the planning process. In fact they cannot be completely separated since planning must continue while implementation is progressing. As with planning, execution is the responsibility of the Village Council aided by the Worker as its advisor. Again he plays the role of the stimulator, organiser and a helper to coordinate the development activities. Two techniques in particular are worthy of special mention here. The demonstration method of teaching and the use of cooperatives.

(*a*) *Demonstrating the new.*—The solutions to many problems involve the changing of long established practices and the learning of new skills and ways of doing things. At first glance many of the old practices seem to have little merit but to the villager they are the result of long experience and are his best adaptation to the situation. Unless, therefore, the new practice of skill advocated can be demonstrated on his farm or in his home or village and proved to be better in a total sense for him, he is unlikely to accept it. It is a basic precept of the Village AID Programme that the villager shall not be pressed into adopting any new practice by the Village Worker until he has had it demonstrated to him, or preferably, until he has demonstrated it to himself. If he secures appreciably better results, no further persuasion will be necessary. He will not only adopt the practice or skill himself but will become the best agent for its propagation in the village. The role of the Village Worker here is obvious ; he must be able to teach the skill or practice to the villagers and help them to demonstrate it to themselves and to their neighbours.

(*b*) *Using cooperatives.*—As is apparent many of the problems attacked by Village Councils require group effort for their solution. Even those which at first glance are the problems of individuals, often require resources which the individual is unable to provide. In both types what is required is cooperative effort. Thus a cooperative society is a most appropriate type of social organisation by which the self-help principles of Village AID can be implemented.

B

(1) The Akhtar Husain Expert Committee has advocated the establishment of multipurpose cooperative societies with paid Secretaries. Pending a Government decision on that suggestion, the Village AID Administration has made budgetary provision for a token start in the employment of paid Secretaries for a few multipurpose cooperatives. As an interim measure those cooperatives which exist will be helped to reorganise where necessary and to accept paid Secretaries as a more efficient method of operation. Establishment of new cooperatives will be encouraged only on the pattern finally approved by the Government.

(2) Obviously Village AID cannot undertake the training of the paid Secretaries as this is the responsibility of the Co-operative Department in each Province. However, it can and will help in drawing up suitable syllabi and curricula designed to give him the type of training which experience has shown to be most useful in village development. The type of training must await a Government decision as to whether single or multipurpose cooperatives will be the policy and whether or not they will include the credit function. Whatever the ultimate decision may be, experience in the Village AID Development Areas has shown the dire need of cooperatives to perform the function of procuring equipment and supplies, marketing produce, supplying credit, and providing the many other services required if the village is to be the self-reliant, self-developing, self-helping unit which Village AID can and hopes to make it.

VILLAGE YOUTH CLUBS

The Primary Place of Youth

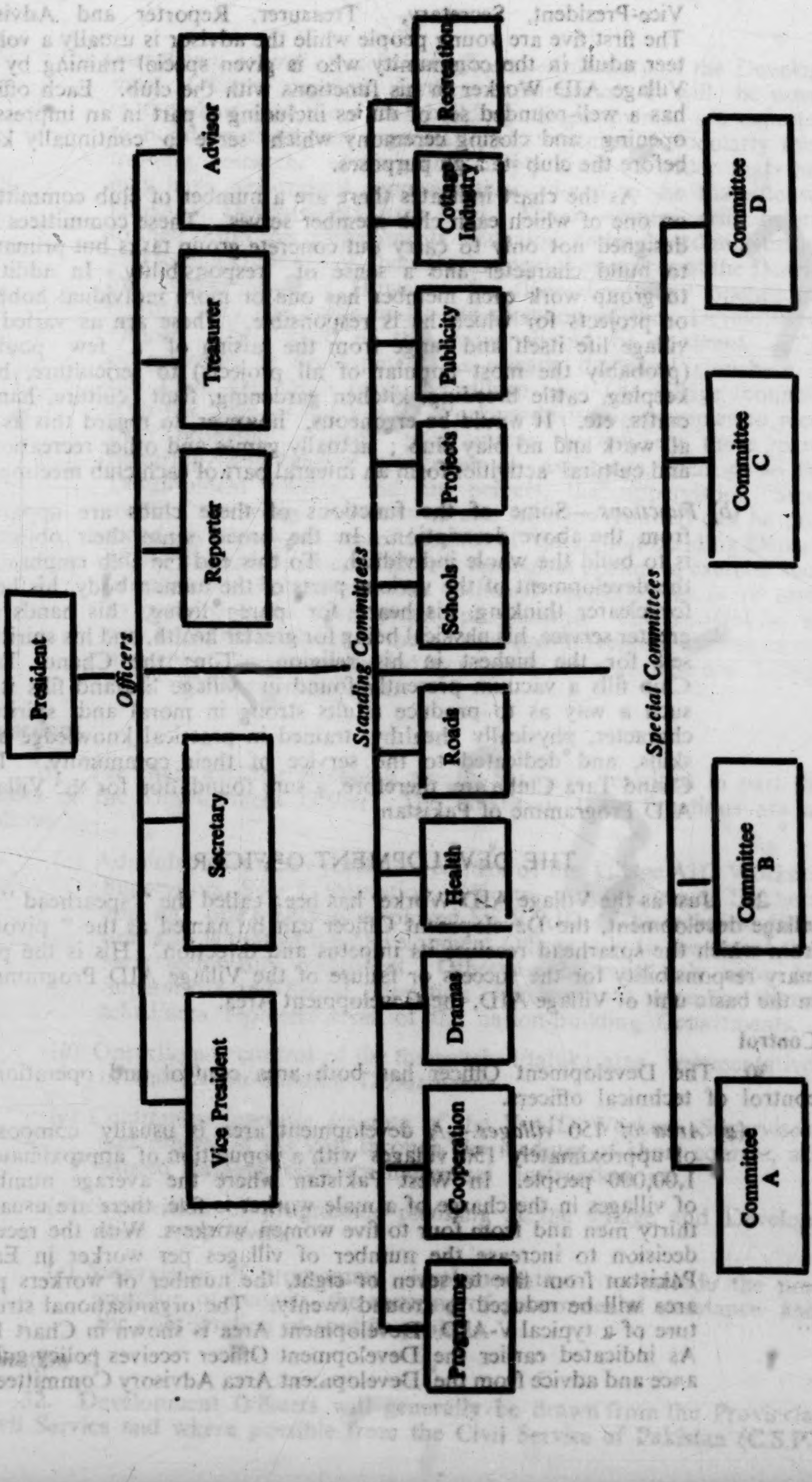
27. Experience in more developed countries has shown that the time and effort spent on the organising and training of youth gives the greatest returns. Although Village AID's experience has been much briefer than in these countries, enough has been learned already to show that this is true in Pakistan as well. Not only are the youth from eight to eighteen years highly impressionable and easily taught many practical progressive ideas and skills which they will apply, but they are also an avenue of approach to the parents many of whom can be reached in no other way. Therefore, if the Village AID Programme can attract and sustain the interest of our rural youth today then the success of the Programme is assured, not only for the present but for the future when these same young people take their place as the village leaders of tomorrow.

Chand Tara Clubs

28. In establishing a system of youth clubs the fund of knowledge gained through many years of experience in other countries was tapped. Especially useful was the background of the 4-H and Future Farmers of America, rural youth organisations with a phenomenal success in the U.S.A. in training youth for larger responsibilities. Neither of these organisations has been copied but the best in both has been adapted to the culture and social organisation of Pakistan.

(a) *Structure.*—The organisation of a Chand Tara Club is shown in *Chart* 14. It will be noted that it has six officers, the President

CHART 14.—MODEL ORGANIZATION OF A CHAND TARA CLUB


President
Officers
Vice President
Secretary
Reporter
Treasurer
Advisor
Standing Committees
Programme
Cooperation
Dramas
Health
Roads
Schools
Projects
Publicity
Cottage Industry
Recreation
Special Committees
Committee A
Committee B
Committee C
Committee D

Vice-President, Secretary, Treasurer, Reporter and Advisor. The first five are young people while the advisor is usually a volunteer adult in the community who is given special training by the Village AID Worker in his functions with the club. Each officer has a well-rounded set of duties including a part in an impressive opening and closing ceremony which serve to continually keep before the club its high purposes.

As the chart indicates there are a number of club committees on one of which each club member serves. These committees are designed not only to carry out concrete group tasks but primarily to build character and a sense of responsibility. In addition to group work each member has one or more individual hobbies or projects for which he is responsible. These are as varied as village life itself and range from the raising of a few poultry (probably the most popular of all projects) to sericulture, bee-keeping, cattle breeding, kitchen gardening, fruit culture, handicrafts, etc. It would be erroneous, however, to regard this as an all work and no play club ; actually games and other recreational and cultural activities form an integral part of each club meeting.

(*b*) *Functions.*—Some of the functions of these clubs are apparent from the above description. In the broad sense their objective is to build the whole individual. To this end the club emphasizes the development of the various parts of the human body, his head for clearer thinking, his heart for purer living, his hands for greater service, his physical being for greater health, and his spiritual self for the highest in his religion. Thus the Chand Tara Club fills a vacuum presently found in village life and fills it in such a way as to produce adults strong in moral and spiritual character, physically healthy, trained in practical knowledge and skills, and dedicated to the service of their community. The Chand Tara Clubs are, therefore, a sure foundation for the Village AID Programme of Pakistan.

THE DEVELOPMENT OFFICER

29. Just as the Village AID Worker has been called the " spearhead " of village development, the Development Officer can be named as the " pivot " from which the spearhead receives its impetus and direction. His is the primary responsibility for the success or failure of the Village AID Programme in the basic unit of Village AID, the Development Area.

Control

30. The Development Officer has both area control and operational control of technical officers.

(*a*) *Area of* 150 *villages.*—A development area is usually composed of approximately 150 villages with a population of approximately 1,00,000 people. In West Pakistan where the average number of villages in the charge of a male worker is five, there are usually thirty men and from four to five women workers. With the recent decision to increase the number of villages per worker in East Pakistan from five to seven or eight, the number of workers per area will be reduced to around twenty. The organisational strucrure of a typical V-AID Development Area is shown in Chart 12. As indicated earlier the Development Officer receives policy guidance and advice from the Development Area Advisory Committee.

(*b*) *Operational control of technical officers.*—One duty of the Development Officers requires further explanation. It will be noted in the chart that the nation-building Departments are expected to build up their own organisational structures, particularly their training, research, staffing and supply arms, in order that they may have well-trained representatives down to the thana/tehsil/taluka or Development Area level. These officers will belong to their respective Departments and come under the administrative and technical control of their Departmental superiors at the District and higher levels. However, for their day-to-day operational control they will come under the direction of the Development Officer. The logic of this move should be apparent. The programmes of development, as already described elsewhere in this Plan, are built from the village up. The village councils with the help of the V-AID Workers devise programmes to meet their problems. These programmes, particularly those parts requiring any type of governmental assistance, then go to the Development Officer and his helpers, the Supervisors. Since most of the technical assistance and supplies required can be provided by the local representatives of the nation-building Departments, the Development Officer is the logical person to exercise such coordinated control over the technical specialists as is required to carry out the development programme. This control in no way limits the initiative of these Departmental representatives whose own efforts can be multiplied by as many times as there are Village AID Workers in his area.

Functions

31. The chart and the foregoing paragraphs have described in part the duties of the Development Officer. The details of these functions are as follows :—

(*a*) Administrative and operational control of the Village AID Workers, Supervisors, Social Education Officers, Adult Literacy Teachers, and any other person employed by V-AID. The technical direction also is that of the Development Officer only to the extent that he is technically competent. Otherwise he must rely upon his Supervisors and Social Education Officers and upon the thana/tehsil/area representatives of the nation-building Departments.

(*b*) Operational control of the thana/tehsil/taluka/area representatives of the nation-building Departments.

(*c*) Continuous inservice training of the V-AID Workers, Supervisors and others on his staff through the medium of short courses, advanced training, inservice individual instruction, etc.

(*d*) Supervision of programme planning at the village and Development Area levels.

(*e*) Supervision of programme implementation to include the preparation of budgets, the securing of governmental assistance and the coordination of specific projects.

Selection

32. Development Officers will generally be drawn from the Provincial Civil Service and where possible from the Civil Service of Pakistan (C.S.P.)

They may also be recruited from the technical Departments such as Agriculture, Animal Husbandry, Public Health, Education, etc. if they are qualified for the work.

33. *Administrative versus technical background.*—There is a divergence of opinion on the advisability of recruiting these officers from the general administrative as against the technical services. In favour of the latter is his superior technical ability in one of the fields of great importance to Village AID. This argument is particularly appropriate to the officers from the Department of Agriculture since approximately half of the programme content is usually in this and allied fields such as animal husbandry. The points in favour of preference for the administrative service officers are believed to outweigh these considerations, however. To mention them briefly they are :—

(*a*) The Development Officer spends most of his time on administration, in the broader sense of the term, which involves programme planning, coordination of programmes, preparing budgets, arranging training programmes and similar non-technical duties.

(*b*) He has available to him a staff of technical specialists who are able to devote their full-time to the technical support required, a thing which he could not do no matter how well qualified he might be owing to his other duties.

(*c*) He is a generalist and not a specialist and is thus more able to see development as a whole rather than in terms of his speciality. This usually makes it possible for him to more easily secure the cooperation of all technical specialists who are often suspicious of a specialist in another field.

(*d*) The P.C.S. and C.S.P. provide most of the officers who man the top ranks of the Civil Service, including Deputy Commissioners, Divisional Commissioners, Departmenal Secretaries, etc. It is highly desirable that these officers have first hand experience in this pivotal position before undertaking higher ranking positions from which they will direct the developmental activities of entire Districts, Divisions and even Provinces.

34. *Promotion from within.*—The ideal system of selection for higher positions within almost any organisation is by promotion from the lower ranks. This system not only boosts morale but ensures that those in command will direct more wisely owing to their own experience in the lower positions. However, this ideal cannot be attained when those in the lower ranks are not qualified by either previous experience, general schooling or specialised training to assume greater responsibilities. This is the situation which now holds to a large degree in Village AID. Most of the V-AID Workers at present are not qualified to become Development Officers. Yet, it is believed that many of them can in time qualify for the posts of Supervisors. It is even hoped that in time graduates will be willing to begin their careers as V-AID Workers in which case there should be no obstacles to their advancement. To summarise, it is the policy of the V-AID Administration to promote qualified V-AID Workers to Supervisors, qualified Supervisors to Development Officers, and so on all the way to the top. It is also the Administration's policy to assist those with outstanding records to obtain the specialised or academic training which alone prevents them from being fully qualified to assume greater responsibilities.

Training

35. In addition to the short courses, seminars, training workshops, etc., discussed previously, there will soon be available a Village AID Academy in each wing of the country for training Development Officers, Supervisors, technical specialists and others (*see* Chapter V for a full description).

THE VILLAGE AID SUPERVISOR

36. Since the Development Officer's multifarious duties include administration, coordination, executive, secretarial and supervisory work, two Supervisors per Development Area have been provided in order to assist him.

Qualifications

37. They have generally been selected in the earlier stages of the programme from among the nation-building Departments like Agriculture, Animal Husbandry, and Health and Sanitation on the basis of having a special bias for development work. In such cases they are generally graduates in their own fields of competence. As the programme grows their recruitment will be progressively heavier from among the ranks of the successful Village Workers who have proved their merit by work in the field.

Training

38. In either case their training will emphasise extension techniques or techniques of individual and group organisation, motivation and dynamics. These will become the extension specialists of the future and the level of such extension and sociological training will be higher and more advanced than that given to the Village Workers.

Functions

39. The primary function of V-AID Supervisors will be to supervise the entire field of operation of the Village Worker ; to assist him in the field of extension and human relations where such work is beyond the Village Worker's capacity ; to assist him in the technical fields by maintaining liaison with the appropriate technical Supervisors ; to report to the Development Officer on the working of the Village Workers and on the cooperative assistance received from the technical Supervisors ; to assist the Development Officer in his administrative work so far as it pertains to the Village Workers ; to compile statistics, records, etc. ; and, generally to guide and help the Village Worker in every way possible.

Area of Operation

40. Each Development Area, will have two Supervisors each in charge of 15 Village Workers and approximately 75 villages. (In East Pakistan there may be 10 village workers and 75 villages).

DEVELOPMENT AREA ADVISORY COMMITTEE

Organisational Structure

41. The composition of a typical Development Area Advisory Committee is shown in *Chart* 11. If all eligible persons attended a given meeting the

total may be more than a hundred. For some purposes this number may be useful, particularly if a committee system is used. For other functions it will be necessary to have a smaller "executive" body in which the number of V-AID Workers, chairmen of Village Councils and Adult Literacy Teachers will be reduced to one or two from each group.

Functions

42. The functions of this Advisory Committee are generally similar to those of like bodies at the District and higher levels (*see* Chapter II). However, since it is the next level above the Village Council, it has more intimate contact with the actual development work. Therefore, it should be looked upon as a forum where village leaders will be able to express themselves concerning their village, where village development achievement will be recognised and where inspiration can be given to the villagers. Other specific functions include :

(*a*) Review of Village Council development programmes which are presented to it in consolidated form by the Development Officer.

(*b*) Advise to the Development Officer upon the allocation of development funds.

(*c*) Coordination of the nation-building Departments in their support of development programmes.

CHAPTER IV

THE V-AID TRAINING INSTITUTE

43. It is one of the most essential requirements of the Village AID Programme that the V-AID Worker should be well trained in the methodology of approaches to the villagers and to the solution of the basic problems of a composite village life. The Village AID Training Institute is charged with the responsibility of giving him that fundamental knowledge and skills which will fit him to begin his important work in the villages. No illusions are entertained that on completing his training he is fully equipped to solve problems in all of the many special fields in which he will work. However, two and one-half years' experience has demonstrated that the training institutes (*a*) do fit the worker to do extremely useful and important work when he goes to the village ; and (*b*) do give a sound grounding in the fundamentals on which he may build a greater repertoire of ability through experience and later instruction in short courses, etc.

NUMBER AND LOCATIONS OF INSTITUTES

Total Capacities

44. In *Table* 1 are presented the location and present and planned capacities of the Training Institutes under the first Five-Year Plan. It will be noted that there are presently nine Institutes, six in the West and three in the East. Of the six in the West three are of single-capacity size and three are double-capacity, which is the total planned until 1960. In East Pakistan there are currently (February 1956) three Institutes in operation all of single-capacity size. During 1956 these three are to be doubled in size and two other Institutes of double-size added. Thus by the end of the year the number in training in East Pakistan will be 650 men and 100 women compared to 585 men and 90 women in the West.

Initial Intake and Disposition of Graduates

45. The numbers in the table are of those who are expected to graduate from each Institute. To ensure this number, a total of 75 men are taken in by each single-capacity Institute at the beginning of the training year. Of these the 10 who secure the lowest positions as a result of the tests may be eliminated during the first two months of training. Sixty of the 65 to pass out will be used to man two new Development Areas in West Pakistan (30 per Development Area) and three Development Areas in East Pakistan (20 per Development Area). The additional five will provide a reserve for replacement of those who voluntarily drop out as V-AID Workers, are promoted, or are eliminated for some reason. Similarly, each single-capacity Institute will begin with 12 women, two of whom either will be eliminated or, if they complete the course become part of a reserve to be used as replacements, etc. The same procedure described above will be followed by the double-capacity Institutes except that the numbers involved in each case will be twice as large.

ORGANISATIONAL STRUCTURE

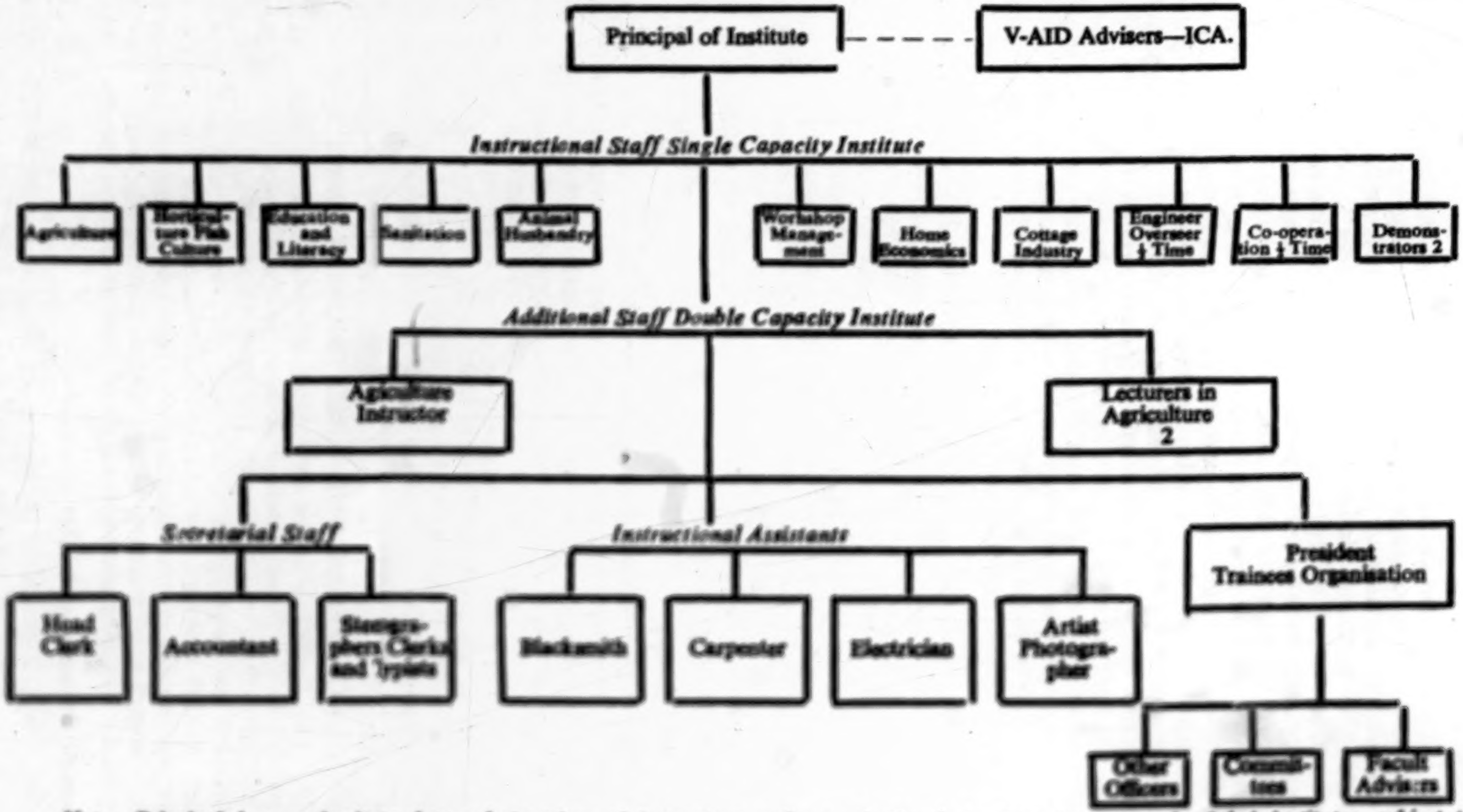
46. *Chart* 15 shows the composition and a suggested organisational structure of a V-AID Training Institute. As the footnote on the Chart indicates the Principal has a great deal of discretion in assigning duties, including extra-curricular, to members of his staff and in organising the institute to meet its particular needs.

TABLE 1.—*Village AID Training Institutes, Present and Planned*

Name	Province	Division	Annual Capacity Trainees (*c*)				Year of Opening
			Present		Planned		
			Men	Women	Men	Women	
Tando Jam (*a*)	West Pakistan	Hyderabad	65	10	65	10	1953
Rahimyar Khan	West Pakistan	Bahawalpur	65	10	65	10	1954
Lyallpur	West Pakistan	Multan	130	20	130	20	1955
Lala Musa (*b*) (*d*)	West Pakistan	Lahore	130	20	130	20	1953
Peshawar	West Pakistan	Peshawar	130	20	130	20	1953
Pishin	West Pakistan	Quetta	65	10	65	10	1953
Tejgaon (*d*)	East Pakistan	Dacca	65	10	130	20	1954
Daulatpur	East Pakistan	Rajshahi	65	...	130	20	1953
Gaibandha	East Pakistan	Rajshahi	65	...	130	20	1954
Not yet selected	East Pakistan	Chittagong	...	...	130	20	1956
Not yet selected	East Pakistan	...	...	...	130	20	1956
		Total	780	100	1,235	190	

(*a*) Moved from Sakrand, December 1955.
(*b*) Moved from Qualdabad, June 1954.
(*c*) Quantities given represent the number expected to graduate.
(*d*) This is exclusive of the Adult Literacy Teachers who are being trained.

CHART 15.—ORGANIZATIONAL STRUCTURE OF A VILLAGE AID TRAINING INSTITUTE


Principal of Institute
V-AID Advisers—ICA.
Instructional Staff Single Capacity Institute
Agriculture
Horticulture Fish Culture
Education and Literacy
Sanitation
Animal Husbandry
Workshop Management
Home Economics
Cottage Industry
Engineer Overseer ½ Time
Co-operation ½ Time
Demonstrators 2
Additional Staff Double Capacity Institute
Agriculture Instructor
Lecturers in Agriculture 2
Secretarial Staff
Head Clerk
Accountant
Stenographers Clerks and Typists
Instructional Assistants
Blacksmith
Carpenter
Electrician
Artist Photographer
President Trainees Organisation
Other Officers
Committees
Faculty Advisers

Note.—Principals have authority to change designation of instructors and organizational structure to meet needs of their institutes, subject to approval by higher authority.

Instructional Staff

47. It will be noted in the chart that the first line includes the Instructors normally assigned to a single-capacity institute. Line two includes those who are added to the staff when an Institute's capacity is doubled. In practice, all those who teach are designated as "Instructors", not "Lecturers", "Demonstrators", etc. This is in keeping with the functional unit teaching method now used at the Institutes. In this method an Instructor uses a sequence of five steps in teaching any skill. These are *(a)* thorough preparation by the Instructor, *(b)* brief explanation to the class, *(c)* skillful demonstration to the class, *(d)* close supervision of the practical application by the trainees of what has been explained and demonstrated, and finally, *(e)* a practical test to determine the degree of proficiency attained by each trainee. These steps follow one another as closely as scheduling will permit and all are taught by one teacher. If the nature of the unit or the size of the class requires that the teacher receive assistance, it is usually found within the class itself some of whose members may be designated temporarily as assistant teachers. By this means the trainees learn to teach the skills they have learned which is one of their most important functions in the village.

48. Since there may be considerable variation in the experience and emoluments of those deputed to V-AID Institutes as Instructors by the various Departments, it will be necessary to distinguish between them by calling the most experienced "Senior Instructors" and the others "Junior Instructors". The Principal may designate one of the Senior Instructors as "Assistant Principal" to assist him with his duties and to act in his absence. Such designation will not necessarily carry extra pay and allowance since all members of the Institute staff will be engaged in various other duties such as advising trainee committees, supervising farm operations, etc. in addition to their teaching functions.

Trainee Organisation

49. In some Institutes the trainees use the Chand Tara Club as their organisation for self-government. In others a separate organisation is established for this purpose. In all Institutes the organisation has as its primary objective the training of its members in the concepts and skills of self-government. Periodic elections are held to designate office bearers in order that as large a number as possible may have the maximum experience. Every trainee is a member of an active committee which follows approved principles of planning and action in dealing with the problems in its field. Members of the staff are assigned to each committee as advisers where they assist committee members to assume full responsibilities for carrying out the committee work.

FUNCTIONS OF THE V-AID TRAINING INSTITUTE

50. The Institutes are multipurpose training establishments; that is, they teach several different kinds of skills to several different types of persons who work in village development. The most numerous and those to whom most time is devoted are the young men and women who are becoming full-time V-AID Workers. In addition the institutes teach four other groups for varying periods of time including V-AID Workers from the Development Areas, village school teachers, village leaders and Development Area supervisory staff. Training courses for each of these is discussed briefly below:

Pre-service Training of V-AID Workers

51. The first period of training in an Institute for the V-AID Workers is one year. The chief training objective in this brief period is to teach so

effectively to the trainees a number of skills in the various fields of community development, *i.e.*, agriculture, health, cooperation, cottage industries, etc., that they will be able to teach them and secure their adoption by the villagers. As can be gathered from the description of the functional teaching method used (*see* above), this is no narrow purely technical approach wherein the trainee learns by memorising without understanding. On the contrary, he is always given a brief but thorough explanation of the skill, its scientific bases, its utility, etc. and is then tested in his understanding of its place in the village economy as well as his ability to perform it.

52. When the Institutes first began working curricula were devised by specialists in the various fields to equip the trainees to perform the tasks it was believed they would be required to do in the villages. After some of these workers had been in the field for a period varying from a few months to a year, a study was made of the role they played, their needs, training deficiencies, etc. On the basis of this study it became clear that the Institutes should shift the emphasis in training from broad orientation-type lectures to intensive training in the skills required to do V-AID work successfully. These required skills fell into two categories, manipulative and human relations.

(a) *Manipulative skills.*—Owing to the differences in geography, climate, crops grown, and other factors there are differences in the types of manipulative skills required in different sections of the country. Therefore, each Institute has been urged to study constantly the role of the Worker in the villages of its Development Areas and to adjust the Institute curricula to meet these particular needs. Examples of the types of skills in technical fields which such study has revealed are necessary in certain Development Areas include the following :—

(1) Agriculture—simple land surveys, preparation of land for the various crops grown, seeding and fertilisation practices of various crops, disease and insect control, harvesting and storage methods and marketing practices.

(2) Animal husbandry—selection of stock, breeding and feeding practices, castration, disease and insect control and marketing practices.

(3) Cottage industries—beginner skills in the major cottage industries of the area such as weaving, carpentry, blacksmithy, home building, etc.; procedures in securing advanced training for artisans, better marketing, etc.

(4) Health and sanitation—well construction, drain improvement, latrine construction, spraying and other insect control, measures composting of manure, first aid, etc.

(b) *Human relations skills.*—Examples of the kinds of skill required by the Village AID Worker to work successfully with the villagers include :

(1) Individual relations—methods of approach to persons in various social positions in the village ; individual farm and home planning techniques ; methods of individual instruction in skills, etc.

(2) Group relations—methods of organising village councils, youth clubs, adult literacy schools and other organisations ; training

group leaders ; analysis of group problems ; programme planning ; methods of teaching skills to groups, etc. It should be emphasised that the above lists are illustrative only. Each Institute has been given considerable latitude in developing its own teaching curricula in keeping with its responsibilities for the training of its graduates.

In-service Training of V-AID Workers

53. It is quite clear that no matter how thorough the instruction given to the trainees in one year at the Institutes, they can learn well only a relatively small number of skills. As they gain experience in the villages their deficiencies and needs for more training become evident to them. Therefore, in Village AID the first year's training in the Institute is looked upon merely as the beginning and not the end of the Village AID Worker's training. This training is carried on throughout his career by means of individualized on-the-job instruction from his Supervisors and the technical officers in the area, and through short courses conducted by technical officers to instruct him in new skills or to improve his proficiency in old ones.

54. As described in the previous chapter on the Development Area, the Development Officer uses the officers of the nation-building Departments to support the V-AID Workers with technical knowledge, skills, supplies, etc. The department officers in turn use the V-AID Workers to multiply their own efforts. Both of these can be accomplished only through more training on specific skills and programmes. This training need not be given at the Institutes but the Institutes can be called upon to assist in setting up short courses or workshops, in providing teaching aids and course outlines, etc. Thus as the numbers of Development Areas increase the Institutes will be called upon almost continually to assist with such training.

Orientation of Village Teachers and Leaders in V-AID

55. It should be evident by now that the use of local leaders is absolutely essential in Village AID. In the first place the Village AID Worker has a number of villages to look after and cannot devote his whole time to one particular village. Even if he had only one village, the number of projects underway would require other leaders simply because he could not get around to all of them personally. More fundamental than the worker's time limitations, however, is the whole philosophy of V-AID which places great reliance upon people doing things for themselves. This means the training of local village leaders who can increasingly help their fellow villagers to solve their own problems, control in large measure their own affairs, and become truly responsible citizens in a democracy.

56. One of these leaders whose training has paid the largest dividends is the local school teacher. He holds a position of strategic importance in village life especially in influencing the village youth and through them their families. Some of the most successful Chand Tara Clubs have been organised and sponsored by village teachers. Therefore, it has been decided to train at least twenty school teachers each year in each development area. Their training will be for approximately two months duration and will consist of (*a*) a thorough orientation to the total V-AID Programme, and (*b*) concentrated training in the human relations skills required in the organisation and functioning of youth clubs, Village Council of Elders and the like. As experience is

gained it may be profitable to increase substantially the number trained per year. During training each teacher will receive free instruction, board and lodging.

57. In addition to teachers other village leaders will be given special training. It is planned to bring in a total of 100 leaders from each Development Area each year to the nearest Institute for a village leaders course. These leaders will ordinarily be chosen by the Village Councils. Their course will be only three weeks in duration with primary emphasis upon (*a*) orientation in the philosophy of the V-AID Programme, its organisation and working, (*b*) techniques of organisation, and (*c*) their role as leaders in village development. As with the teachers they will receive free instruction, board and lodging.

Training Supervisory Staff

58. As noted elsewhere in this Plan (Chapter V) it is proposed to establish two Academies for the special training of all Supervisors and Development Officers, all instructors in the Institutes, and as many of the administrative and nation-building department staff as can be accommodated. Since these Academies have yet to be established, the Institutes are required to give these groups sufficient training to begin the discharge of their duties. A period of four months is believed to be the minimum required. The curricula includes as many as possible of the items to be taught in the Academies with especial emphasis on (*a*) the philosophy, structure and functioning of the V-AID Programme ; (*b*) their role in supporting the V-AID Worker ; (*c*) human relations skills in supervision and in organising for development ; (*d*) budgeting and financing ; (*e*) programme planning.

59. In a single-capacity Institute the following numbers will be trained :

	East Pakistan	West Pakistan
Development Officers	3	2
Men Supervisors	6	4
Women Supervisors	1	1
Men Social Education Officers ...	3	2
Women Social Education Officers ...	1	1
Total ...	14	10

The numbers are *doubled* for a *double-capacity* Institute.

60. It is evident that these short courses and special training classes described above will put a heavy burden on the Principal, if he is called upon to organise and administer them himself. For this reason a "Short Course" Instructor will be necessary to organise the courses; secure such outside instructors as might be needed ; maintain high standards of instruction ; make adequate arrangements ; and in general to manage the courses.

CHAPTER V

ADVANCE TRAINING AND RESEARCH IN VILLAGE AID

61. To establish and maintain a high quality of training and development work in Village AID requires advanced training and research. On the one hand, the trainers and the administrators must be given preservice training for their new work ; on the other hand, future progress will depend upon what is learnt from past experience, a job for research. To these ends two V-AID Academies, one for each province, and a V-AID Programme Analysis Unit are in process of being established.

VILLAGE AID ACADEMIES

Need for Advance Training

62. *Development Officers and Supervisors.*—The crucial importance of the Development Officer and his assistants, the Supervisors, in the V-AID Development Areas has been described in Chapter III. Practically none of the Development Officers has had any training in development activities before coming to Village AID. Most of them come from the general administrative services where their training and experience has been largely in the fields of maintenance of law and order, judiciary and financial functions, and general administration of Government. Since the Supervisors come for the most part from particular nation-building Departments such as agriculture, their training and experience are usually not very broad. In both cases there is a need for giving candidates for these positions full orientation in the fundamental concepts and in the unique methods and techniques of Village AID, including those involved in functional teaching. Without a thorough knowledge and acceptance by these officers of the philosophy and approach of Village AID, the programme can hardly hope to succeed. Thus, the first task of the Academies is a thorough training of these officers before posting them in the Development Areas.

63. *Civil service administrative officers.*—As described in Chapter II Village AID operates at all levels under the guidance and direction of the administrative officers, *i.e.*, Divisional Commissioners, Deputy Commissioner or District Magistrates, Sub-divisional Officers, etc. Since V-AID is the principal tool for rural development by the Government, it is essential that those officers primarily concerned should be given a thorough orientation to its philosophy and methods. Since they are charged with the overall development of their districts and divisions, they must understand the interdependencies of Village AID and the other nation-building Departments, if all of the resources of Government are to be used to efficiently supplement the efforts of the villagers in solving their problems. Thus, these officers require training in the planning and administration of all aspects of rural development just as do the Development Officers. However, owing to the great demands made upon their time their training period may be made somewhat briefer.

64. *Institute Instructors.*—All of the Instructors in the Village AID Training Institutes are on deputation from the nation-building Departments. Few have had any type of teaching experience before coming to V-AID and know little of functional methods which are necessary to inculcate the requisite skills in the trainees. A few of them have had " extension " training abroad, but like the Development Officers and Supervisors they also require a full

orientation in the concepts, methods and techniques of V-AID. They must understand thoroughly the role of the V-AID Worker and that of his supervisors if they are to prepare the Worker to fill the role adequately. The most successful Instructors have been those who knew this role and were able to orient their teaching to its demands. Therefore, the third most important task of the Academies is to prepare the Instructors in the Institutes by giving them much of the same type of training given to the Development Officers and Supervisors.

65. *Technical Officers.*—As we have already seen, it is expected that each nation-building Department will build up its staff down to the thana/tehsil/taluka level where they will be able to support and assist the Development Officer, Supervisors and V-AID Workers and where they can use the V-AID organisational structure to reach the people efficiently and effectively. These officers will work together with the Development Officer, Supervisors and Workers as members of a development team with essential roles to play in the implementation of the V-AID Programme. Therefore, these officers must be given training in their new role, and in the spirit, philosophy, organisational structure, and functioning of Village AID. Since they will not be as intimately associated with the administrative aspects of the programme as are the Development Officers and Supervisors, their course of training can be much shorter.

Organisational Structure

66. The final pattern of organisation of the Academies has not yet been determined. A contract is being negotiated with an outstanding American university to supply several highly qualified experts who, as a first step, will make an intensive study of the V-AID Programme. The organisation of the Academies will be determined by the results of this study and will be designed to provide the training required to make V-AID functionally most efficient.

Staff Selection and Training

67. In the final analysis, the Academies are designed to radically improve the quality of training and administration in Village AID and in the supporting nation-building and administrative Departments. Therefore, the staff selected must be of the highest quality and must be trained thoroughly in the functions to be performed. Those selected must be outstanding in their field of specialisation, competent in its theory, and able to apply that theory to the problems of the village people in the light of the objectives of the V-AID Programme. It is believed that it will require almost one year to select such a faculty, to organise them, to give them preliminary training in Pakistan, and to intensively train them for several months at the American university. While this training and organisation is in progress, the Academy buildings will be constructed and equipped.

Functions

68. The general functions of the Academies are probably clear from the above. The specific content of the various curricula for the different groups to be trained will be determined in the organisational stage. An idea of the types of topics which may be taught can be gained from the following :

(a) *Public administration.*—including central, provincial and local governmental structure and functioning ; personnel selection and management ; programme planning and implementation ; budgeting, financing and accounting ; special problems such as land tenure and revenue.

(*b*) *Major rural development programmes including :*

(1) *Agriculture.*—the organisation and operation of agriculture as an essential sector of the economy of Pakistan ; the elementary principles and problems of agronomy, horticulture, animal husbandry, forestry, fisheries, irrigation, farm management ; the inter-relationship of teaching, research and extension.

(2) *Health.*—the organisation and operation of health and sanitation services in Pakistan both preventive and curative, public and private, health conditions and recommended practices.

(3) *Education.*—the organisation and operation of the educational system of Pakistan ; functional teaching methods and curricula planning ; adult literacy techniques and extension methods ; production of audio-visual material.

(*c*) *Economics.*—the village economy as a unit including agriculture and cottage industry ; the use and sources of credit ; the organisation and functioning of single-purpose and multi-purpose cooperatives ; the marketing of products ; household economics.

(*d*) *Sociology.*—the fundamentals of individual and group behaviour ; social structure and functioning of the village and of the village family ; principles and techniques of the organisation and operation of village youth clubs and councils, and organisations at a higher level ; community development as a process of organisation, planning and social action.

Conduct of Training

69. *Duration of courses.*—The length of the training courses, like the other aspects of organisation, has not yet been finally decided. However, it is expected that the course for Development Officers and Supervisors will be approximately nine months to one year in duration. For the other groups the period will be determined after a thorough analysis has been made by the V-AID Administration and its advisers.

70. *Emphasis.*—Whatever the content of training offered, it will not become academic in the sense of concentration upon subject matter. Rather, constant effort will be made to integrate theory and practice, always keeping in mind the following :—

(*a*) The role of the Village AID Worker and his support.

(*b*) The philosophy and methods of democratic village planning and development.

(*c*) The coordination of services to the village through mutual cooperation and integration in Village AID.

VILLAGE AID PROGRAMME ANALYSIS

Necessity for Education and Research

71. *Especially necessary in new programmes.*—In the more advanced countries it has become axiomatic that the greatest returns from any type of investment are realised from research. Increasingly large amounts of

money are being used for this purpose by business, industry and government. This same principle has been found to be valid in organisations in other countries which, like Village AID, are carrying on complex and widespread village development programmes. In a Programme that deals with a completely new sphere of activity, new concepts, new philosophy and new problems, the importance of such research is all the greater, partly because there is no proven body of local knowledge in this field of human relationships upon which to draw, and partly because of the necessity of learning from experience as the programme advances.

72. *Highly trained scientists required.*—One type of programme analysis is that which is being done constantly by any good administrator who is always looking at what he has done in order to learn what he should do next. This is self-evaluation and to some extent this can be carried out by the field personnel of the administration itself, through analysis of periodic progress reports and questionnaires. However, experience has shown that the administrator also needs a specialised unit of highly trained scientists for programme research and for an objective analysis of the progress being achieved, physical as well as human, which can be a source of guidance to the administrator. Special skills are required to see the parts of a highly complex programme and their functional inter-relationships to each other, the underlying problems, their analysis, etc. Systematic study of the training curricula, of the methodologies adapted for training and subsequently in the field for development; of the reasons for success or failure in any given field of operation; of the extent to which predetermined targets are being achieved, etc., is essential as a continuing process for the successful administration of this Programme.

Proposed Structure

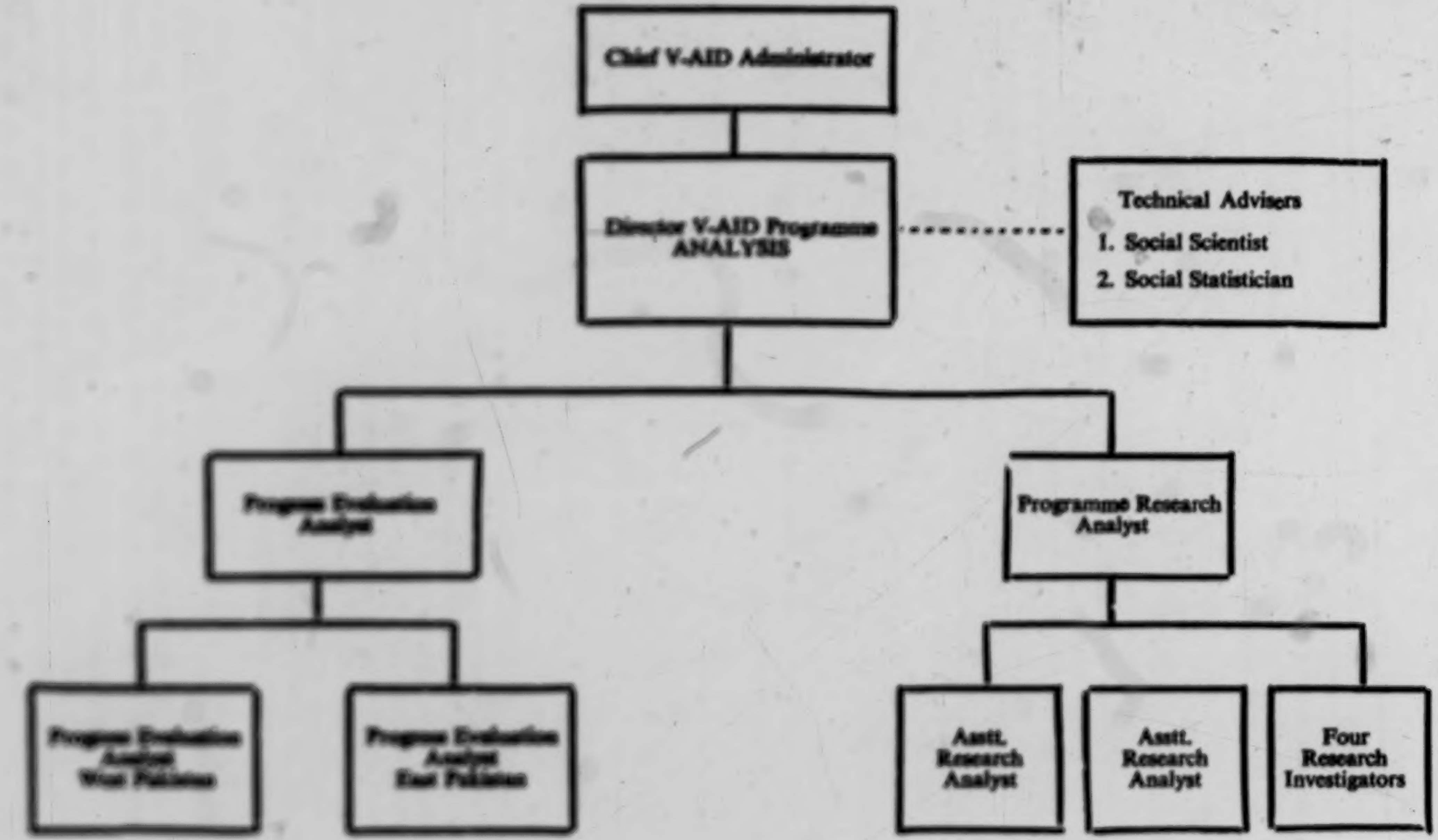
73. Like the Academies, the Programme Analysis Unit is in process of being established with the advice of experts from an American university. One of the difficulties which has made progress slow is the dearth of trained Pakistani social scientists. Thus it is necessary to combine training with research for a period of several years before the unit will be self-sufficient and able to carry on without external assistance. It is proposed that the usual on-the-job training carried out by the advisers be supplemented with periods of study at the contracting university. The proposed organisation is shown in *Chart 16*. This organisation will operate under the Village AID Administration and not as an independent parallel organisation. Experience of several countries has shown that a parallel body gradually tends to become more and more a policing or auditing force leading to conflicts and disharmony, rather than becoming an advisory or guiding body for streamlining the administration and improving its operational efficiency. In support of this integration of administration and research structures are the experiences of advanced countries like U.S.A. and international organisations like U.N. and its specialised agencies, all of whom have located their research analysis and evaluation units under their chief executives.

Functions

74. As the chart indicates the unit will have two major functions, the evaluation of progress and programme research on particular problems.

(a) *Progress evaluation.*—One of the questions constantly asked of the Village AID Administration is the rate of progress made in achieving physical targets. Although progress is evident when one goes into a development area, it is difficult to answer this

CHART 16.—ORGANISATION OF VILLAGE AID PROGRAMME ANALYSIS UNIT


Chief V-AID Administrator
Director V-AID Programme ANALYSIS
Technical Advisers
1. Social Scientist
2. Social Statistician
Program Evaluation Analyst
Programme Research Analyst
Program Evaluation Analyst West Pakistan
Program Evaluation Analyst East Pakistan
Asstt. Research Analyst
Asstt. Research Analyst
Four Research Investigators

question with precision simply because no objective and thorough survey was made before beginning work. One of the primary functions of this unit then will be to devise periodic bench-mark surveys, perhaps on a sample basis, which will tell the administrators whether they are making or not making progress and why. Such surveys are only one means which the Progress Evaluation Officer will use. He will also study and analyze periodic reports from the field which will be gathered by operational personnel under his supervision. This officer will be skilled in the use of statistical analysis which he can apply to the survey results and reports to secure the answers sought.

(b) *Programme research.*—As important as is the evaluation of progress, even more useful is the research upon special problems of the administrators, the solutions to which can be found only in studies of the facts in the field. The programme research process may be thought of as consisting of three phases :

(1) Reconnaissance surveys which embrace all levels of the organisation being studied. Each role *i.e.* Village AID Worker, Development Officer, etc. is analysed and the problems of the men playing that role are recorded from their points of view. These problems are then arranged in a heirarchy of importance in collaboration with the V-AID Administration, the most important problem then being selected for research.

(2) The problem selected is first set in a theoretical frame of reference and is reduced to researchable form. Data are collected, usually on a sample basis, are analysed and a research report prepared.

(3) The third phase involves the translation of the research results into administrative decisions, a step in which the administrator will most often use not only the research report but the personal knowledge and insight of the Research Analyst.

SUMMARY

75. In summary it might be said that the Academies and Programme Research Unit are "quality improvement" mechanisms. Research will uncover many of the problems and through analysis indicate their solution. Past experience has shown that most of these solutions are implemented through further training which is the objective of the Academies. Therefore, these two types of organisations support each other in sustaining the high quality of Village AID which is essential to its success.

CHAPTER VI

VILLAGE AID AND THE NATION-BUILDING DEPARTMENTS

76. It should be evident to those who have read the previous chapters that Village AID and the nation-building Departments are mutually interdependent; that Village AID is a social process and organisational structure whose content is to a large extent the work of these departments; that Village AID is the vital link between the nation-building Departments and the Village and is their common means of reaching the people in the most effective and efficient manner yet devised. This mutual interdependence is discussed in detail in this chapter.

VILLAGE AID—AN EXTENSION OF ALL DEPARTMENTS

Nation-Building Departments to Thana/Tehsil Level

77. *Coordination is requisite.*—From the purely technical points of view it is probably desirable to have highly trained and professionally qualified technicians operating at the village level. In a few of the richest and most technologically advanced countries of America and Europe some of the technical service departments have been able to achieve in part this state of affairs. However, even in these areas research studies have shown that many of the people are not effectively reached because of the uncoordinated individual-department approach which tends to concentrate services on a relatively few individuals to the neglect of others.

78. *The multipurpose worker is a necessity.*—It is evident that the individual-department approach requires two essential elements neither of which are available in Pakistan nor in the other underdeveloped nations of the world, namely a very large number of trained technicians in each specialised field and the financial resources to support them. Therefore, these nations are forced to use the multipurpose village level worker who has been most successful in countries where he was supported at least at the thana/tehsil level (or its equivalent) and preferably at the Development Area level by the technical Departments. Thus, it is essential to V-AID that these Departments build up their technical organisations to reach this level as soon as possible. The multipurpose worker approach with the proper technical support has the further advantage of achieving the coordination of effort which has so often been lacking in the more developed countries.

Village AID Organised to Serve All Departments

79. The entire Village AID organisation is so constituted and its personnel so trained that they serve as the extension or educational arm of all the nation-building Departments at the Village level.

80. *Education.*—As has been said before in this Plan, the Village AID Worker is primarily an educator. He is trained in teaching methods, in those suited to the classroom and in the more informal "extension methods" type. With his appointment in the village, it is unnecessary for each department to go through the lengthy and costly process of establishing contact with the villagers. Instead, the Village AID Worker takes the educational material straight to the Village Councils and other organisations and institutions as well as to the farmers, who then may accept it as contributing to the solution of their previously defined problems. This material then becomes their

own and its distribution and acceptance becomes an internal matter for the village. Similarly, the Village AID Worker is trained in the Institutes to teach certain skills and improved parctices in several fields to the villagers both individually and in groups. Experience has demonstrated that he can be taught to perform effectively and to teach the villagers almost any skill which has practical application in the village. When a technical department representative finds the Workers deficient in the skills which he is interested in promoting, it is his privilege and duty to train the workers in these skills through short courses arranged by the Development Officer. Only through constant training by the technicians can the Worker be made an effective multiplier of their efforts.

81. *Supplies and technical service.*—A number of the technical Departments operate supply services for the essential requirements of their particular fields. For example, many of the seeds, fertilizers and insecticides required by the farmer are supplied by the Agriculture Department in the absence of privately-owned distribution systems. The chief role of the V-AID Worker in implementing these supply services is in making demands quickly known; in helping to establish the types of supply organisations which would be most effective; and in checking on the spot to determine the effects of utilisation.

82. *Reporting.*—Inherent in each of the functions described above is the reporting to the Departments for which educational and servicing duties are performed. In addition to routine reports in which the number of pieces of literature or maunds of seed distributed are listed, the Worker is able also to give considerable assistance in evaluating the material and social effects of various programmes. The worker knows their strenghts and weaknesses and the problems which may require either more education, or more research or both. Emergency problems, such as outbreaks of disease or excessive insect scourges, can be recognised and reported in time to make most effective the correctives and preventives available. Thus, V-AID Workers are the eyes and ears of the technical Departments as well as their busy hands and feet.

VILLAGE AID REQUIRES SUPPORT OF ALL DEPARTMENTS

83. Village AID is not self-sufficient. From each of the nation-building Departments it needs a number of trained technicians to man its organisation; a stream of practical research results; an extension of these results to the Village Worker; and readily available supplies, technical services and credit facilities for an expanding village economy. Each of these is discussed briefly below;

Trained Technicians

84. *Instructors and Supervisors.*—As previously noted the Instructors in the V-AID Institutes and Academies and the Supervisors in the Development Areas are deputed from the nation-building Departments. These persons must be highly trained in two respects: (*a*) Ability to perform as experts the various technical skills appropriate to their fields of work; and (*b*) ability to teach these skills to Village AID Workers and others whom they may be called upon to teach. These two abilities are interrelated, for it is not possible to teach a skill unless the teacher uses functional teaching methods. The basic technique of instruction commonly employed in the colleges that is the lecture, is entirely inadequate to inculcate skills of any type excepting the skill of rote memorisation. Therefore, the technical Departments have

first to look to the system of instruction carried on in their colleges and ask these questions:—

(*a*) Are functional teaching methods being used? Do the instructors give as a unit of teaching (1) brief, to-the-point explanations followed by (2) demonstrations of the skill, (3) supervised practical application by the students and, finally, (4) a practical test and critique to determine the level of proficiency attained?

(*b*) Are the curricula designed primarily to pass on to the students those skills which are required to be adopted by the villagers of Pakistan to raise their real levels of living? Are the curricula oriented to rural development and to the chosen instrument of government for the carrying out such development, through the coordinated Village AID/Technical Department approach?

(*c*) Are there sufficient numbers of colleges and other educational institutes to train the required numbers of technicians?

It is hoped that the respective technical Departments concerned will have asked themselves these questions and provided for the answers in their own Five-Year Plans. Experience in other countries has shown that lack of trained technical personnel is the most likely bottleneck to develop in carrying out a nationwide development programme like Village AID.

85. *Specialists.*—Most of what has been said regarding training of the Instructors and Supervisors applies to the preparation of the specialists who man the technical Departments. Particularly important to Village AID are those who directly support the V-AID Workers at the thana/tehsil/taluka or Development Area level. These specialists must know thoroughly the skills in their respective fields and be able to teach them to the V-AID Workers or, if required, directly to the villagers. They need also to be trained in the procurement and multiplication of the various supplies and services needed for development work, and in extension methods, if they are to give the close support so essential to Village AID. At present the numbers of such personnel are inadequate to provide even the small numbers needed by the present Development Areas. A greatly stepped-up training programme by the technical Departments is a dire necessity.

86. *Numbers required.*—In Table 2 are shown the numbers of personnel estimated to be required for the establishment and operation of the Five-Year Plan and for a complete coverage of the country by Village AID. The personnel listed in section I of the table are already in position or will be as required. The needs for instructional and other staff of nine single-capacity Training Institutes have been only partly filled by the respective Departments. Few of the specialists required to support the Development Areas now in operation are in position. The need for vigorous action by the technical Departments is obvious.

Research

87. Practically all technological advances are based upon research. No matter how well trained and organised the agency for reaching the villagers, the effort is in vain unless the knowledge extended to them is reliable and useful. The Village AID Programme requires, then, a continuing stream of dependable knowledge which when adopted by the villagers will solve

TABLE 2

Estimated numbers of personnel required for Establishment and Operation of the Five-Year Plan and for a complete coverage of the country by Village AID.

Category of Personnel (for details *see* Statements I to IV in Appendix)	Requirement at the end of 5 years of the plan (172 Development Areas)	Requirement for the programme when extended to the entire country (640 Development Areas)
1. Administrative (Central, 2 Provincial and 5 Regional Directorates).		
A. Officers Class I	21	21
B. Officers Class II	12	12
C. Secretariat Staff	134	134
D. Lower Staff	54	54
2. Training (for 3 single and 8 double capacity Institutes and 2 Academies).		
A. Technical Instructional	212	212
B. Technical Semi-Instructional ...	47	47
C. Secretariat Staff	101	101
D. Lower Staff	326	326
3. Development (Scale per Development Area shown within brackets).		
A. Development Officer (1)	172	640
B. Supervisors (2)	344	1,280
C. Technical Officers—		
(*i*) Agriculture (1)	172	640
(*ii*) Animal Husbandry (1) ...	172	640
(*iii*) Public Health (1)	172	640
(*iv*) Works Overseer (1)	172	640
(*v*) Cooperation and Marketing Officer (1)	172	640
(*vi*) Education Officer (1)	172	640
D. (*i*) Social Education-*cum*-Public Relations Officer (1) Male	172	640
(*ii*) Social Education-*cum*-Public Relations Officer (1) Female (wherever necessity exists) ...	172	640
E. Sanitary Overseer (1)	172	640
F. Film Operator (½)... ...	86	320
G. Village AID Workers (Male) (30) ...	5,160	19,200
H. Village AID Workers (Female) (5) ...	860	3,200
I. Paid Secretaries for Cooperatives (15)	2,580	9,600
J. Adult Literacy Teachers (7)... ...	1,204	4,480
K. *Development Office*—		
(*i*) Secretarial Staff (2)	344	1,280
(*ii*) Lower Staff (3)	516	1,920
	13,721	**48,587**

their basic problems. Therefore, both basic and applied research must be done on a much larger scale than heretofore if the essential demands for reliable knowledge are to be met. The unfulfilled demands are particularly great in the various agricultural specialities. Here special needs exist for knowledge of the effect of various combinations of management patterns and production practices upon the income and real levels of living of the various classes of farmers. This is a type of research which must be carried on in the villages where the Village AID Workers can be of great assistance in the collection and evaluation of data.

Extension of Research

88. It is not enough for a technical Department to do research, no matter how well it is conceived and executed. Before it can be carried to the villager by the Village AID Worker the results of research have to be translated into a form that is easily understood and usable by the Worker and by the villager. This is the responsibility of the technical agency which does the research. It must train some of its specialists in the techniques developed in more advanced countries for making the new knowledge quickly available to the consumer. It is, therefore, in the fitness of things that each technical Department should give consideration to establishing an effective extension service which would perform the two-way function of supplying the Village AID Development Officer, Supervisors and Workers with the translated results of research and of informing the research men of the pressing problems that need further research.

Supply and Technical Services

89. Owing to the lack of well-established privately-sponsored supply systems it has become the responsibility of the various technical Departments to supply directly to villagers some of the essential requirements such as improved seeds, vaccines, artificial manures and insecticides. However, the supply of many such items is far below the demand created by the Village AID Workers in a Development Area. In the few Development Areas already opened Village AID Workers have become afraid of introducing a new practice which requires supplies or equipment from outside the community, owing to the adverse reaction of the villagers when the required items are not forthcoming in the quantities demanded. The task of these Departments in respect to supplies needs no stressing. If they are to meet the greatly increased demands they should study the Development Areas already in operation and make their plans for production and distribution of the required quantities through both public and private agencies.

90. The problem with respect to technical services is similar. When the Village AID Worker educates the villagers to the adoption of technical practices, their execution often requires technical services which have either not previously existed or which have never been utilised before. For example, if crops are to be given proper nutrition most economically, the soil must be tested. This requires the establishment of numerous soil testing laboratories where the farmer can send his samples and receive promptly a report and recommendation for their fertilization, The same may be said for the need of animal and plant disease laboratories to back up the veterinarian and pathologists. Artificial insemination has proved to be a great boon to the rapid improvement of livestock, but experience in other countries has shown that a complex organisation with highly trained specialists is necessary. The demand for large quantities of improved seed is likely soon to exceed the

capacity of official seed farms to supply them. A much more economical method has been developed in other countries. It consists of establishing seed certification services through which selected growers are given periodic supervision in the production of good seed for sale at a premium price. As more practices are adopted and the villager's production and marketing operations increase in complexity his already great need for reasonable credit will increase. Indeed, unless he can get credit there is small hope of his succeeding, for few are able to finance their own operations or pay the high price of local credit. The above are only a few examples of the large number of supplies and services which the technical Departments will be required to fill as the Village AID Workers stimulate the villagers to demand them.

SUMMARY

91. It is evident from these brief discussion that Village AID and the nation building Departments are complementary to one another. If the real standards and levels of living of the great mass of people are to be substantially raised, they must work together each in his own sphere of special competence. Rather than competition, cooperation is to be the key note; rather than absorption of one by another, expansion of each is required; rather than direction of one by another, all must bend their energies to serve to the utmost the welfare of the villagers of Pakistan.

CHAPTER VII

PACE OF DEVELOPMENT

92. In this final chapter are summarized the quantitative goals of Village AID for the Five-Year Plan, the estimates for a Development Area and the rates of development both within the Plan period and beyond.

GOALS AND POSSIBLE LIMITING FACTORS

Workers and Development Areas

93. It is proposed during the five years of the Plan to train about 6,000 Village AID Workers including approximately 700 women (*see* Table 1 in Chapter IV). When this Plan was originally conceived the men Workers were to be posted at the rate of 30 per Development Area of 150 contiguous villages or an average of one Worker for each 5 villages. Thus, 172 Development Areas would have been brought into operation comprising approximately 25,800 villages, or more than one-fourth of rural Pakistan.

94. Since the original conception of the Five-Year Plan, experience in East Pakistan has demonstrated the feasibility of posting only 20 men Workers per Development Area rather than 30. If this is done, an additional 33 areas will be added making a total of 205 and directly affecting 30,750 villages, or almost one-third of the people to be covered eventually.

Financial Requirements

95. Expenditure patterns have been given official Government approval for only 172 Development Areas originally planned. If additional finances are required to implement the expansion in East Pakistan as described above, a revision of the Plan will be submitted to the Government. The requirements which have been given approval are summarized in Table 3.

TABLE 3

Financial Requirements of the Village AID Programme for the Five-Year Plan.

Item	Rupees Allocation
1. Central Village AID Administration	49,69,840
2. Provincial Village AID Administrations	34,10,200
3. Training Institutes —	
(*a*) 3 Single Capacity (65 male workers each)	41,80,620
(*b*) 8 Double Capacity (130 male workers each)	1,90,72,752
(*c*) Training of Azad Kashmir workers	1,75,000
4. 172 Development Areas—	
(*a*) Development Expenditure	14,08,05,164
(*b*) Credit Loans	3,43,83,331
5. Academies for Training Development Officers, Supervisors, etc.	58,93,610
Total ...	21,28,90,517

***Note.*—Detailed statements of expenditure are included in the appendix.**

Possible Limiting Factors

96. *Financial.*—The experience of other countries has shown that a Community Development Programme like that of V-AID produces results many times in excess of its cost. For example, in one country the yields in total production of food grain alone in a three-year period were said to have been raised to such levels that the nation became self-sufficient in this respect and thus saved many crores in foreign exchange which formerly had gone each year for the import of food grains. Many other examples of this type could be cited from the experience of various countries, not only in the field of agricultural production but also in health, cottage industry, etc.

However, in the organisational, training and initial development phases expenditures of such programmes exceed the increased returns. Additional tax revenues to the provinces out of which to pay the provincial share of the costs will be very gradually realised and can be brought to book only after considerable progress has been made and land revenues reassessed. Therefore, the Central Government has agreed to pay 50 per cent of recurring costs and to increase their own financial participation to 75 percent of the non-recurring expenditure. The ability and willingness of the provinces to continue to provide their share of the funds is the only possible limiting factor of a financial nature.

97. *Technical personnel, supply, services, etc.*—In the previous Chapter the mutual interdependence of Village AID and the technical nation-building Departments has been detailed and will not be repeated here. It must be emphasised again, however, that unless these Departments greatly increase their ability to support Village AID, it cannot reach its established goals.

TARGETS FOR ACHIEVEMENT IN EACH DEVELOPMENT AREA

98. In this section are shown by technical fields the targets for each Development Area which it is expected will be *achieved at the end of five years from the date of opening of a Development Area.* The provision of annual expenditures for each field of activity for each area is indicated in brackets.

99. At this stage it should be emphasised again that Village AID is committed to a philosophy of helping villagers to help themselves solve their own problems as they define them, through programmes designed by themselves and employing to the fullest extent their own resources. Therefore, it follows that (*a*) whatever goals may be set here have no validity unless and until they are made an integral part of the development programmes of each Village Council ; and (*b*) the amounts provided for annual expenditures cannot be expended except as a supplement to the maximum effort of villagers on their own village development programmes.

100. The targets established have been set in full consultation with the representatives of the Central and Provincial Governments and are believed to be reasonable and achievable within the limits just stated. The amounts of funds provided, it is recognised, are too small for major assistance. They are intended to be used primarily for demonstrations, pilot projects and other educational purposes. Substantive economic aid in development must come through the respective technical departments.

(a) Agricultural Development

(1) *Crops.*—(Allocation: Rs. 50,000).

(i) To secure the use of improved varieties of seed on all cultivated land. Particular emphasis will be given initially to the principal crops of wheat, rice, cotton and sugarcane in West Pakistan and rice and jute in East Pakistan.

(ii) To increase the quantity of manure by 25 per cent through conservation of dung and other farm wastes.

(iii) To secure the use of fertilizers on 25 per cent of the cultivated land.

(iv) To have at least 50 per cent of the crops tilled with improved agricultural implements.

(v) To increase the yield of fodder crops by 25 per cent.

(vi) To increase the production of improved quality vegetable crops by every rural family so as to provide for at least its own daily requirements.

(vii) To increase the production of improved quality fruits by every rural family so as to provide for 50 per cent of its own requirements during both major seasons.

(viii) To gain the adoption of improved cropping practices such as better tillage, crop rotations, line sowing, weed control, seeding and seed rate on at least 50 per cent of the land.

(ix) To control all major insect pests and plant diseases on at least 50 per cent of all crops grown.

(x) To gain the consolidation of fragmented holdings and prevent further fragmentation as far as is possible on a voluntary basis.

(xi) To have as large a proportion as feasible of the requirements for improved seed and fruit trees produced privately by farmers within the area, and to supplement private production with grafted and budded stock from government farms.

(xii) To increase the production of grasses and legumes to provide good pasturage for all livestock raised.

(xiii) To increase the supply of cotton seed-cakes and other concentrates for all livestock requirements in the area.

Note.—To achieve these targets will require the employment of many techniques. One of the most useful is the " result demonstration plot " in which are shown the improved practice and the unimproved practice side by side under controlled conditions. Thus the farmer is enabled to see the evidence and to judge for himself whether or not he should adopt the practice. The number of such demonstrations to be established will vary with local conditions, but in general four such plots of one-half acre for each of the major crops will be set up in each village. Part of the allocation may be used to defray the extra costs of establishing such result demonstrations (seeds, fertilizers, insecticides, etc.) and for educational materials. A second technique widely used is the " method demonstration " which, as its name indicates, is the showing of a new method such as pruning, line sowing, etc., to one or a group of farmers by the V-AID Worker.

(2) *Livestock.*—(Allocation. Rs. 30,000).

(i) To have at least one government approved bull of milk breed and one of draught breed for each circle of five villages, for servicing the maximum number of selected cows or buffaloes in the "Key Village Scheme". If necessary, this scheme will be subsidized.

(ii) To have where feasible at least one Government approved ram for each circle of five villages, in the above scheme, to improve the quality and yield of wool and meat.

(iii) To increase the quantity of government approved breeds of poultry to supply each family with the minimum requirements of poultry products.

(iv) To increase where feasible the production of fish to provide each family with the minimum requirements of fish products.

(v) To control the common animal diseases and parasites, both internal and external, in the flocks and herds in the area.

(vi) To increase to the maximum the utilization of livestock products by—

Proper preparation of all hides and skins.

Proper preparation of all wool and hair.

Proper production and marketing of milk, *ghee*, eggs and honey.

Proper utilisation of feathers from poultry and material from the animals which is usually wasted.

(vii) To encourage and increase the efficient management of livestock enterprises through improved breeding, feeding, management and immunization from diseases as well as through improved ranch management practices, by demonstrations, by competitions and by grant of awards where necessary.

Note.—All of the targets listed above are potential sources of increased income. However, most of them will require subsidization to initiate. For example, it has proved difficult to induce farmers to pay considerably higher prices for improved poultry chicks, but they will readily exchange their own *desi* birds for the more costly improved types. Control of animal diseases also requires immunizations, etc. which many farmers are reluctant to pay for, since they can see no immediate benefit. The proper preparation of livestock products will usually require certain types of simple facilities and equipment often not found in an area. Improved marketing of such perishables as milk, eggs, and honey usually requires some subsidy until the collection and sales system is established and a sufficient volume is assured to bring down the per item cost of such services. The financial allocation is set up for these purposes as well as for the educational methods which will be necessary if such activities are to succeed. The recommendations of the Animal Nutrition Survey will also be implemented.

(3) *Afforestation and erosion control.*—(Allocation : Rs. 5,000).

(i) To terrace and/or plough on the contour the farm land which is subject to erosion by wind or water.

(ii) To control all gullies through the use of appropriate structures and agronomic practices.

(iii) To place in grass all land unsuited to crop production and not classified as better suited to forest production.

(iv) To undertake afforestation of all land found unsuitable for either crops or grazing so as to provide for fuel and timber needs of the area and to prevent soil erosion.

(v) To plant trees along roads, canals and all other places which are not better used for other purposes so as to provide, with the forests, enough wood to replace all cow dung used for fuel.

(vi) To restrict and control grazing on all land in grass so as to provide a continuous source of grazing.

(vii) To establish one nursery for tree saplings in each circle of five villages.

(4) *Irrigation works*.—(Allocation : Rs. 24,000).

Large scale irrigation projects are not within the scope of Village AID and are more properly the responsibility of the Irrigation Departments. Targets set here are within the ability of villages aided by the Village AID Administration to accomplish.

(i) To make the maximum economic use of the water available for agriculture within the area by proper application and conservation.

(ii) To sink small scale irrigation wells as recommended by the Agriculture and Irrigation Department.

(iii) To repair, maintain and use all old wells, channels and water courses still feasible for irrigation purposes.

(iv) To build small rain water conservation reservoirs/dams as recommended by the Agriculture and Irrigation Department.

(v) To assist in obtaining lift irrigation facilities where required in co-operation with the Irrigation Department.

(vi) To adopt on all cultivated land the recommended practices to prevent the accumulation of salt and the subsequent loss of productivity.

(5) *Agricultural credits*.—(Loan allocation : Rs. 2,00,000).

(i) To provide loans to cultivators for approved production purposes, such loans to be quickly available, at a reasonable rate, and embodying sound provisions as to length, security, repayment, etc.

(ii) To assist in establishing local co-operatives which will become self-sufficient and able at the end of five years to carry on lending operations out of original capital and current income derived from interest on loans.

Note.—Inability to secure short term credit expeditiously and on reasonable term is one of the most pressing problems of farmers in Pakistan. The credit sources available to them are either very costly, in the case of the local private lender, or are very cumbersome when government credit can be secured. The Village AID Workers' function is to help establish the co-operative and to educate and assist the individual farmers to analyze their credit needs, to quickly secure the loan from the co-operative and to utilize the funds secured in the most efficient manner. Rules and conditions for granting these loans will have to be drawn up in detail by the Co-operative Department and the primary lending agency (State Bank of Pakistan or a special agency) before this scheme can be launched. This loan allocation will be made during the first year of operation of a Development Area and will be used as a revolving fund.

(b) Health and Sanitation.—(Allocation : Rs. 50,000).

The allocation of Rs. 50,000 per year is in addition to regular departmental allocations. It is provided to promote health and sanitation in each V-AID Development Area, under two heads :

(1) *Preventive.*—Including (but not limited to) : Malaria control, inoculations, improvement of nutrition, introduction of safe water supply, adequate drainage, latrines, etc. (Rs. 35,000).

(2) *Curative.*—Building, equipment, mass disease-treatment, drugs and vaccines for existing or new rural health centres-*cum*-dispensaries or for secondary dispensaries, etc. (Rs. 15,000).

Note.—Great stress will be laid on the educational aspects of health and sanitation and upon small scale projects to which the villagers are willing to contribute the maximum of their labour and other available resources as evidenced by inclusion of the projects in the village councils' programmes of work. Improvement of drainage and waste disposal within the village and in surrounding areas, construction of latrines, and provision of safe water supplies are projects which have proven in the present development areas to require a relatively small increment of outside funds in proportion to the great returns in better health. On the curative side, the sum of Rs. 15,000 is obviously too small to pay all costs for buildings, equipment, books, drugs, etc. However, as on the preventive side, the villagers can contribute most of the labour and materials for buildings, and the allocation can be used to supplement the funds put into such dispensaries by the regular Health Services.

(c) Construction of Community Facilities

(1) *Village roads.*—(Allocation : Rs. 18,000).

(i) To build new village approach roads to as many villages as put them in their plans of work.

(ii) To improve the quality of all old village approach roads in the area by establishment of voluntary local maintenance services.

(iii) To stabilize the surfaces of at least 18 miles of village approach roads (also link or feeder roads) using methods recommended by P.W.D. and locally available materials.

Note.—Voluntary labour and donations of land by the villagers will be relied upon to build village approach roads with the P.W.D. furnishing technical guidance in locating roads and planning their construction. Maintenance of the quality of approach roads is also a responsibility of the village. To be effective this maintenance should be done on a regular organised basis as described in a booklet presently under preparation. The allocation of Rs. 18,000 is to be used chiefly for the purpose of stabilizing road surfaces. As advocated by P.W.D. the cost of stabilizing the surface of one mile of such road is Rs. 9,000 out of which Rs. 6,000 is for labour and Rs. 3,000 for materials. Since labour will be donated by the villagers the annual allocation is sufficient for building 6 miles of road per year or 18 miles within the 4 years of expenditures in the Five-Year Plan. (The first and fourth years is 50 per cent of the allocation).

(2) *Bridges and culverts.*—(Allocation : Rs. 12,000).

(i) To provide assistance to villages in the form of materials and equipment to build the bridges and culverts required for all new approach road construction or for the purpose of shortening the existing roads.

NOTE:—As with the roads, the P. W. D. will furnish technical guidance in locating and constructing bridges and culverts. Such special equipment as may be required and which is available will be loaned by the P. W. D. for this construction. Labour will be donated by the villagers.

(3) *Community buildings.*—(Allocation : Rs. 15,000).

(i) To construct at least one new building or improve one old building used for group meetings in each village in the Development Area. These buildings may be mosques, youth club houses, panchayat ghars, reading rooms, etc. or building which serve multiple purposes.

Note.—Stimulation of group activities is one of the objectives and methods of Village AID. Limited financial aid may be given for the purchase of materials in those villages which require such a supplement to their own efforts.

(*d*) **Education.**—(Allocation : Rs. 24,000).

(1) *Primary education* :

(i) To provide at least one primary school for each group of three villages.

(ii) To add to the curriculum of all normal schools an orientation course on the philosophy, structure and functioning of the Village AID Programme.

(iii) To add to the curriculum of each village school an orientation course in Village AID, and a simplified course in vocational agriculture.

Note.—Villages will be responsible for procuring land for school buildings, providing all labour and furnishing all materials with the Village AID Administration assisting where necessary only with the latter. Encouragement by V-AID in the building of schools will be given only when the Education Department is able to provide trained teachers and when, if required, the village is willing to pay to 50 percent of the teacher's salary. Setting up of local school committees for this purpose will be encouraged. In areas where compulsory primary education is enforced by law, the villages will not be expected to contribute towards the pay of the teacher as that responsibility will be accepted by the Provincial Department of Education.

(2) *Adult literacy education*:

(i) To attain a high rate of literacy among the adult population of the Development Area by establishing functional adult literacy centres in all villages in the area which show sufficient interest to make the scheme feasible.

Note.—As shown elsewhere in this Plan one, and where feasible two, Social Education Officers are provided for each Development Area. One of their primary functions is the supervision of the seven Adult Literacy Teachers who will be trained in V-AID Adult Literacy Training Centres one of which is to be established in each of the two provinces. Experience in other countries has indicated the practicability and necessity for closely co-ordinating adult literacy training with village development programmes. (In some countries this co-ordinated approach is called Fundamental Education). The latter rely largely upon educational methods to achieve objectives and greatly benefit from a high rate of literacy. On the other hand, adult literacy cannot function in a vacuum but must be provided with meaningful subject matter and close supervision which are found in the development programmes. This mutual interdependence is recognised by the Ministry of Education which has entered into a co-operative arrangement with V-AID to achieve the goals established and to assist in the training programme as well as in production of follow-up literature.

(*e*) **Home Improvement**

(1) *Housing.*—(Allocation : Rs. 3,000) :

(i) To build, wherever feasible, one demonstration dwelling in each circle of villages served by a V-AID Worker, such house to incorporate in its design and construction the results of study by housing experts of local living conditions, building practices and materials and their economic compatibility for reproduction by the villager out of his own resources.

Note.—The houses to be built will be within the economic capacity of the villagers and will be built largely of local materials and use methods and advocate amenities which can be copied by the villagers. Where practicable the V-AID Worker will occupy this house. The allocation will be used to supplement, when necessary, the purchase of materials.

(2) *Home Economics.*—(Allocation : Rs. 3,000).

(i) To organise functioning adult women's clubs in as many as possible of the villages of the Development Area.

(ii) To organise functioning young women's clubs in as many as possible of the villages of the Development Area.

Note.—These targets seem, at first glance, to be very modest and in fact they are. However, they are realistic in view of the proportionately smaller number of women workers being trained and the lack of trained women Instructors and Supervisors to fill teaching posts at the Institutes and supervisory positions in the Development Areas. Note that the emphasis of these targets is on organisation, which experience in other countries has demonstrated is the most effective manner of carrying out home economics education. The expenditure allocation will be used by the women V-AID Workers largely for the purchase of materials required for giving demonstrations in food production, cooking and preservation, soap and toy making, sewing, knitting, embroidering, laundering, household management, child and maternal care, etc.

(*f*) **Cottage Industries :** (Allocation : Rs. 10,000).

(1) *Production* :

(i) To assist the artisans of the area to obtain training in new and advanced techniques of designing, processing, dyeing and producing more economical, efficient, useful and saleable products.

(ii) To assist the cottage industries of the area to obtain efficient equipment and quality raw materials for high rates of quality production.

(iii) To provide to the seasonally idle, underemployed or unemployed villager or farmer, means for augmenting his income.

(2) *Distribution* :

(i) To assist the cottage industries of each area by informing them of the results and implications for design, production, packaging, etc., of market surveys of local and foreign markets.

(ii) To assist in organising each industry for the most efficient marketing of its products.

Note.—Village AID Workers are given only orientation type training in the actual skills of cottage industries in order that they may assist in the attainment of the above targets. Since it is impossible to learn a number of skills well enough to improve the efficiency of artisans who have spent their lives in the trade, the Worker assists in getting selected artisans to the training centres set up with the assistance of the Cottage Industry Directorates of the provinces at the V-AID Training Institutes or elsewhere, rather than attempting any direct teaching himself. Monies allocated may be spent for assisting in educating and training the craftsmen, in purchasing and demonstrating new machines, materials, and processes, and in assisting in the establishment of markets.

(g) Village Organisations

(1) *Village Councils of Elders* :

(*i*) Organisation of a functioning Village Council in each village of the Development Area.

Note.—The dependence of the entire V-AID Programme upon the operation of Village Councils of Elders should be apparent to the reader of this Plan. Their creation is not only a means to an end but is a goal in itself in the achievement of local democracy. No funds are allocated as these Councils normally do not require funds specifically of their own, but use instead those set up for other specific targets as outlined in this Plan.

(2) *Youth Clubs* :—(Allocation : Rs. 6,000).

(i) To organise one functioning boys Chand Tara Club, if possible, in each village in the Development Area.

(ii) To organise functioning older youth (boys) clubs in as many as possible of the villages in the Development Area.

(iii) To organise functioning girls Chand Tara Clubs in as many as possible of the villages in the Development Area.

Note.—Youth clubs in other more developed countries have been found to be the most efficient long-term method yet devised for reeducating a citizenry and directing its efforts toward the attainment of development targets. The allocation is to be used by Village AID Workers in purchasing small items of equipment and supplies to initiate educational projects carried out by the individuals and for recreational projects of the group.

(3) *Cooperatives*:—(Allocation : Rs. 18,000).

(i) To revitalize all established but nonfunctioning cooperatives in the area which are considered by the people of such area, the representative of the Cooperative Department, and the V-AID Development Officers to be necessary to the development of the area.

(ii) To assist in organising such additional co-operatives for which a need is felt by the people of the Area and which are considered necessary by the representative of the Co-operative Department and the V-AID Development Officer for the development of the area.

Note.—The V-AID Programme is vitally linked with the co-operative movement, since organised co-operative effort is one of V-AID's most effective techniques. In an attempt to help the Co-operative Department, V-AID will assist in educating the people in the principles and practices of good co-operation ; in the training of secretaries for co-operatives ; and will pay at the rate of Rs. 100 per month as many as fifteen such secretaries for village co-operatives for a period of three to four years, after which they will be taken over by the co-operatives or by the Cooperation Department. Where cooperatives are able to pay their own secretaries they will be required to do so.

(4) *Melas and awards* :—(Allocation : Rs. 5,000).

(i) To hold at least one mela annually in the Development Area for the purpose of facilitating exchange of information, generating enthusiasm, recognising achievement and inspiring further development.

Note.—The allocation is to be used to organise melas, award prizes to individuals, youth clubs, homemakers clubs, and other groups for attainment of development goals in each of the various types of activities discussed in this plan.

DEVELOPMENT RATE WITHIN AN AREA

Four-Year Intensive Development

101. *Phasing of expenditure.*—Although this plan covers a period of five years, it is intended to carry out intensive development work in any one Development Area for a period of only four years. The expenditures allocated for achieving each type of development target (see above) may be phased as follows :—

First year of plan—50 per cent of allotted development expenditure.
Second year of plan—100 percent of allotted development expenditure.
Third year of plan—100 per cent of allotted development expenditure.
Fourth year of plan—50 per cent of allotted development expenditure.

102. *Transferability of funds.*—It should be understood that the rate of progress in any development area cannot be uniformly scaled as envisaged here. Experience has shown that the first year is largely spent in getting the Village AID Workers established with the people, in organising councils, clubs, etc., in making development plans, and in achieving small goals requiring little or no governmental expenditure. If the groundwork has been properly laid and the people are willing to give freely of their own labour and other resources, it may be necessary to exceed the annual rate in order to supplement the efforts of the villagers. It is quite likely also that rates of expenditure for the different targets will not be uniform since problems and the interests of the people differ from village to village. For these reasons, it may be necessary, subject to an overall evaluation of the Programme in the third year of the Plan, to permit the transferability of (a) unexpended funds from previous years to the years when they can be most wisely used, and (b) funds from targets which have already been achieved or in which little interest is shown to targets for which a greater need exists. Unless this type of flexibility is permitted there may be a tendency to expend money unwisely, simply because of its non-availability later when more efficient use can be made of it. All such transferability of funds would of course be subject to the approval of the Central V-AID Administration.

Fifth Year and Beyond

103. During the third year of this Plan, the entire V-AID Programme in each of the Development Areas will be critically examined. Based on such evaluation one of several decisions will be made :—

Alternative A.—The expenditure of development funds should cease in an area at the end of the fourth year.

Alternative B.—Unspent balances of any area should be permitted to be spent during the fifth and later years.

Alternative C.—Additional funds should be provided for a longer period of development in any particular area.

Normal Development Basis

104. In the event Alternative A above in selected, the Development Area will continue from the fifth year onwards, indefinitely on a normal

development basis, *i.e.*, without necessitating any specific V-AID development funds. If other alternatives are selected, it will return to such normal basis after extension.

105. *Staff.*—It is anticipated that the Village AID Workers, Supervisors and Development Officers will in any case continue to stay as a permanent part of the district administration. If evaluation shows that it is feasible, the numbers of V-AID Workers in a Development Area may be reduced slightly and each Village Worker given responsibility for a somewhat larger number of villages than at present. Where villages have been properly organised and local leaders trained, it may be possible to carry on with less guidance and hence fewer workers. On the other hand, the reverse of this has been true in the U.S.A. When rural development work first began there over forty years ago only one county agent was assigned to a county. As the years went by the people in many countries were able to see the large economic and social gains resulting from the work of their agent, and have demanded the addition of other specialised agents for whom they were willing to pay a part or all of the costs. Thus, development resulted in an even larger rate of development because of the obviously great returns on the investment. One result of the work of the multipurpose Village Worker may well be the stimulation of local demand and willingness to pay for more multipurpose and special purpose workers out of the increased income resulting from higher yields, better marketing, etc., brought about by the first worker.

106. *Expenditure.*—It is estimated that a sum of about Rs. 90,000 per year is required to maintain the same number of V-AID Workers, Supervisors and Development Officers as during the initial period of development. The pay of the Adult Literacy Teachers and secretaries of co-operative societies has not been computed as recurring expenditure beyond four years, as it is expected that the appropriate provincial departments would expand and be able to provide for their payment. Since it will require about 640 Development Areas of 150 villages each to cover the entire country, the recurring cost annually at Rs. 90,000 each would amount to a total of Rs. 576 lakhs for maintenance of staff. It is fully expected that the operation of a development programme for five years in an area will result in a perceptible improvement in the social and economic condition of its people. This should enable them to spend increasingly on their own projects without waiting for external assistance. It should be possible to cut sharply the subsidies for supplies and to increase the quantity of supplies available at reasonable rates from private enterprise.

107. *Philosophy.*—It has probably become evident that Village AID is setting out on uncharted seas but in ships that have been tried for many years in other waters and found to be seaworthy. Therefore, it is necessary that the Programme, like the ship, should proceed slowly and that those charged with its administration and support should adopt the attitude of charting their course with care as they go.

108. Achievements within the next four to five years should provide the V-AID Administration with adequate data on which to base the future Programme on a firmer and, if necessary, accelerated scale. Perhaps the next Five-Year Plan will indicate the practicability of such an accelerated pace of development as to enable coverage of the entire rural area of the country by 1965 or 1968, rather than 1973 as will be the case if the rate of the present plan is followed.

109. There is no magic in Village AID or any other development programme. It is soundly conceived, properly constituted and will function well only if we adhere to the basic principles on which it is based and freely adopt new procedures and techniques as experience indicates. *It must be kept firmly in mind that the primary objective is to develop people and their ability to help themselves.* This goal must never be lost sight of as can easily happen if physical targets are made primary. The success of Village AID is assured when it places its faith in the people of the village and in their ability to think for themselves ; to organise themselves for community planning and action ; to use the help of government departments to supplement their own efforts ; and, to increasingly solve their own problems without outside help. This is the best hope of a better life for the millions in Pakistan's villages.

PAKISTAN PAINDABAD

ESTIMATES OF EXPENDITURE

STATEMENTS Nos. I—XI

Note.—This plan was completed before a decision by the Central Government to increase its share of non-recurring expenditures (*See* Statement No. XI). Data in Statements Nos. I—X will have to be adjusted accordingly.

STATEMENT—No. 1.

Estimates of Expenditure for the Central V-Aid Administration under the Ministry of Economic Affairs for the Five year Plan

Item	1955-56	1956-57	1957-58	1958-59	1959-60	Total
A. SALARIES OF OFFICERS						
1. Chief Village AID Administrator and Joint Secretary (1) @ Rs. 3,000.	36,000	36,000	36,000	36,000	36,000	1,80,000
2. Deputy Administrator & Deputy Secretary (1) @ Rs. 1,200 + 300.	18,000	18,000	18,000	18,000	18,000	90,000
3. Under Secretary (2) Rs. 750 + 100 ...	20,400	20,400	20,400	20,400	20,400	1,02,000
4. Technical Advisor (Training) (2) Rs. 1,500 (Programme Planning and liaison with Central Ministries/Provincial Departments).	36,000	36,000	36,000	36,000	36,000	1,80,000
5. Technical Advisor (Development) (2) Rs. 1,500 (Programme Planning and liaison with Central Ministries/Provincial Departments).	36,000	36,000	36,000	36,000	36,000	1,80,000
6. Director Program Analysis, Rs. 980/- (Rs. 550—35—900—40—1,150) (To. start immediately. His Programme and Progress Analysts may start from the 3rd year of the Plan).	11,760	12,240	24,480	25,440	26,400	1,00,320
7. Director of V-AID Publicity (1) @ Rs. 1,500 (To guide Social Education-*cum*-Public Relations Officers).	18,000	18,000	18,000	18,000	18,000	90,000
8. Assistant Director of V-AID Publicity (1) @ Rs. 400/- as above (to start from the 2nd year of the Plan).	...	4,800	4,800	4,800	4,800	19,200

9.	Home Economic Advisor (1) O.S.D. Class II (600—25—950) @ 600 P.M.	7,800	7,800	7,800	7,800	7,800	39,000
10.	Publications Officer (1) @ Rs. 500/-	6,000	6,000	6,000	6,000	6,000	30,000
11.	O.S.D. Accounts(1) Rs. 600(600—25—950)	7,800	7,800	7,800	7,800	7,800	39,000
12.	Allowances and Honoraria	21,000	22,000	23,000	23,000	23,000	1,12,000
	Total Rs. ...	2,18,760	2,25,040	2,38,280	2,39,240	2,40,240	11,61,520
B.	ESTABLISHMENT						
1.	Superintendents (2) Rs. 640/500—20—600 and 600—40—800.	15,360	15,360	15,360	15,360	15,360	76,800
2.	Evaluation Investigators (2) (from the 3rd year of the Plan) (250—20—450) @ Rs. 290/-.	...	...	6,960	6,960	6,960	20,880
3.	Assistant-in-Charge (1) 250 + 40 ...	3,480	3,480	3,480	3,480	3,480	17,400
4.	Assistants (19) @ Rs. 180/-	41,040	41,040	41,040	41,040	41,040	2,05,200
5.	Stenographers (12) @ Rs. 180/-	25,920	25,920	25,920	25,920	25,920	1,29,600
6.	Lower Division Clerks (6) (60—4—100—5—120) @ Rs. 68/-.	4,896	4,896	4,896	4,896	4,896	24,480
7.	Typists (3) @ Rs. 68/- (60—4—100—5—120)	2,448	2,448	2,448	2,448	2,448	12,240
8.	Daftaries (3) @ Rs. 38/-	1,368	1,368	1,368	1,368	1,368	6,840
9.	Peons (16) @ Rs. 28/-	5,376	5,376	5,376	5,376	5,376	26,880
10.	Internal Travel	13,000	13,000	13,000	13,000	13,000	65,000
11.	Contingencies	50,000	50,000	50,000	50,000	50,000	2,50,000
12.	Allowances	32,000	32,000	32,000	32,000	32,000	1,60,000
	TOTAL ...	4,13,648	4,19,928	4,40,128	4,41,088	4,42,048	21,56,840

STATEMENT NO. 1.—*contd.*

Item	1955-56	1956-57	1957-58	1958-59	1959-60	Total
C. OTHER EXPENDITURE*						
1. Central Seminars 20,000 per year ...	20,000	20,000	20,000	20,000	20,000	1,00,000
2. Provincial Seminars	42,000	42,000	42,000	42,000	42,000	2,10,000
3. Films and Filmstrips	1,00,000	1,00,000	1,00,000	1,00,000	1,00,000	5,00,000
4. Printing and Publicity	60,000	60,000	60,000	60,000	60,000	3,00,000
5. GOP/ICA Ware House	80,600	80,600	80,600	80,600	80,600	4,03,000
6. Customs Duty on imported equipment (to be equally allocated between 10 Training Centres).	1,60,000	1,60,000	1,60,000	1,60,000	1,60,000	8,00,000
7. Railway Freight on imported equipment ...	60,000	60,000	60,000	60,000	60,000	3,00,000
8. Study Tours in foreign countries	40,000	40,000	40,000	40,000	40,000	2,00,000
TOTAL ...	9,76,248	9,82,528	10,02,728	10,03,688	10,04,648	49,69,840

Provincial Share	12,78,629
Central Share	36,91,211

STATEMENT No. 1.—*contd.*

RECAPITULATION OF EXPENDITURE SHARING

Item	Central Share	Provincial Share	Total
1. **Seminars :**			
(*a*) Central	54,545	45,455	1,00,000
(*b*) Provincial	1,14,545	95,455	2,10,000
2. Film Strips	2,72,727	2,27,273	5,00,000
3. Printing and Publictiy	1,63,636	1,36,364	3,00,000
4. GOP/ICA Warehouse	2,19,818	1,83,182	4,03,000
5. Customs Duty	4,36,363	3,63,637	8,00,000
6. Railway Freight	1,63,636	1,36,364	3,00,000
7. Study Tour	1,09,101	90,899	2,00,000
TOTAL	15,34,371	12,78,629	28,13,000

**Notes.*—1. Additional staff for publicity and evaluation will be recruited on an " as required " basis.

2. All items of exenditure other than at C will be met exclusively by the Central Government.

3. Items C. 6 and 7 are to be allocated equally between the provinces on the basis of number and size of institutes for that portion borne by the provinces.

STATEMENT No. II

Estimates of Expenditure for East Pakistan Provincial Directorate and each Regional Directorate of West Pakistan for the Five Year Plan.

Item	1955-56	1956-57	1957-58	1958-59	1959-60	Total for five years
A. PAY OF OFFICERS						
1. Director @ Rs. 1,200/- (1)	14,400	14,400	14,400	14,400	14,400	72,000
2. *Dy. Director @ Rs. 600/- (1) (from 3rd year, for Lahore Region and East Pakistan Province only).	...	...	7,200	7,200	7,200	21,600
3. Photographer/Artist-*cum*-Publicity Officer (1) @ Rs. 300/-.	3,600	3,600	3,600	3,600	3,600	18,000
B. ESTABLISHMENT :						
1. Superintendent (1) (250—450) @ Rs. 300/-...	3,600	3,600	3,600	3,600	3,600	18,000
2. Assistants (3) (120—250) @ Rs. 150/- ...	5,400	5,400	5,400	5,400	5,400	27,000
3. Artist (1) (150—350) @ Rs. 180/- ...	2,160	2,160	2,160	2,160	2,160	10,800
4. Senior Clerks (3) (75—6—105—7—175) @ Rs. 93/-.	3,348	3,348	3,348	3,348	3,348	16,740
5. Junior Clerks (3) (60—4—100—5—120) @ Rs. 72/-.	2,592	2,592	2,592	2,592	2,592	12,960
6. Stenographers (3) (120—8—200—10—350) @ Rs. 144/-.	5,180	5,180	5,180	5,180	5,180	25,900
7. Peons (6) @ Rs. 28/-	2,016	2,016	2,016	2,016	2,016	10,080

C. ALLOWANCES AND HONORARIA :						
1. Travel Allowance	8,000	10,000	12,000	14,000	20,000	64,000
2. Cost of Living Allowance (Officers) ...	2,076	2,076	3,096	3,096	3,096	13,440
3. Dearness Allowance (Establishment) ...	8,016	8,016	8,016	8,016	8,016	40,080
4. Other Allowances	2,000	2,000	2,000	2,000	2,000	10,000
D. CONTINGENCIES						
(*e.g.* Rent of building, telephone and electric charges).	21,000	23,000	27,500	30,000	40,500	1,42,000
TOTAL Rs. ...	83,388	87,388	1,02,108	1,06,608	1,23,108	5,02,600

Notes.—1. The Provincial Director for West Pakistan is expected to be appointed but the structure of this directorate has not been formulated.

2. See Statement No. XI for new decision on the distribution of costs between Central and Provincial Governments.

*3. Deputy Directors will generally not be provided, till the 3rd year of the Plan and may be necessary only in case of East Pakistan and of the Lahore Regional Directorate.

STATEMENT No. III

Estimates of expenditure for one Village Aid Training Institute, Single Capacity

Item	1955-56	1956-57	1957-58	1958-59	1959-60	Total
A. STAFF						
1. Principal (1) @ Rs. 800/- (600—40—1,000—50—1,150).	9,600	9,600	9,600	9,600	9,600	48,000
2. Instructors (9) (300—25—750) @ Rs. 400/-	43,200	43,200	43,200	43,200	43,200	2,16,000
3. Demonstrators (4) (150—10—350) @ Rs. 200/- (These are instructors of junior grade).	9,600	9,600	9,600	9,600	9,600	48,000
B. ESTABLISHMENT						
1. Head Clerk (1) (120—8—200—10—300) @ Rs. 152/-.	1,824	1,824	1,824	1,824	1,824	9,120
2. Steno-typist (1) (120—8—200—10—300) @ Rs. 152/-.	1,824	1,824	1,824	1,824	1,824	9,120
3. Accountant (1) (120—8—200—10—300) @ Rs. 152/-.	1,824	1,824	1,824	1,824	1,824	9,120
4. Store-keepers (2) (75—5—150) @ Rs. 100/-	2,400	2,400	2,400	2,400	2,400	12,000
5. Junior Clerks (2) (60—4—100—5—120) @ Rs. 80/-.	1,920	1,920	1,920	1,920	1,920	9,600
6. Peons (3) @ Rs. 55/- (inclusive allowances)	1,980	1,980	1,980	1,980	1,980	9,900
7. Drivers (4) (50—3—95) @ Rs. 85/- (inclusive allowances).	4,080	4,080	4,080	4,080	4,080	20,400
8. Cooks (2) @ Rs. 70/- (inclusive allowances)	1,680	1,680	1,680	1,680	1,680	8,400
9. Chowkidars (3) @ Rs. 55/- (inclusive allowances).	1,980	1,980	1,980	1,980	1,980	9,900

10. Bhishti (1) @ Rs. 55/- (inclusive allowances)	660	660	660	660	660	3,300
11. Sweepers (2) @ Rs. 55/- (inclusive allowance)	1,320	1,320	1,320	1,320	1,320	6,600
12. Tractor Driver (1) (75—5—120) @ Rs. 80/-	960	960	960	960	960	4,800
13. Blacksmith (1) and Carpenter (1) (80—2—100) @ Rs. 86/-.	2,064	2,064	2,064	2,064	2,064	10,320
14. Electrician (1) (120—8—200) @ Rs. 136/-	1,632	1,632	1,632	1,632	1,632	8,160
15. Mali (1) @ Rs. 70/- inclusive allowances	840	840	840	840	840	4,200
16. Bullock Attendants (4) @ Rs. 55/- inclusive allowances.	2,640	2,640	2,640	2,640	2,640	13,200
C. OTHER EXPENDITURE						
1. Travelling Allowances	10,400	10,400	10,400	10,400	10,400	52,000
2. Other Allowances and Honoraria ...	15,540	15,540	15,540	15,540	15,540	77,700
3. Stipend to Trainees (75 men + 10 women trainees).	69,000	69,000	69,000	69,000	69,000	3,45,000
4. Transport, P.O.L. & Maintenance (250 × 4 × 12)—Jeeps ; (150 × 2 × 12)—Tractors ; (40 × 70)—Cycles.	20,000	20,000	20,000	20,000	20,000	1,00,000
5. Salary during Training of 4 Supervisors @ Rs. 180/- and two Development Officers @ Rs. 350/-*.	5,680	5,680	5,680	5,680	5,680	28,400
6. Salary during training of 2 Social Education-*cum*-Public Relations Officers (one may be a woman) for three months only @ Rs. 180/-.	1,080	1,080	1,080	1,080	1,080	5,400

Note: * 4 months only.

STATEMENT No. III (contd.)

Item	1955-56	1956-57	1957-58	1958-59	1959-60	Total
7. Entertainment and Housing to Foreign Visitors.	1,000	1,000	1,000	1,000	1,000	5,000
8. Orientation to 20 teachers (for 2 months) and acquainting 100 village leaders (for 3 weeks) (Free boarding and lodging only).	4,000	4,000	4,000	4,000	4,000	20,000
9. Honoraria to part time Staff (including that for training Social Education-*cum*-Public Relations Officer).	3,600	3,600	3,600	3,600	3,600	18,000
10. Buildings (maintenance, repairs, etc.) ...	6,000	20,000	6,000	6,000	6,000	44,000
11. Furniture (maintenance, repairs, etc.) ...	1,800	1,800	1,800	1,800	1,800	9,000
12. Equipment, books, etc. (including that on Social Education).	20,500	12,300	11,100	8,000	6,000	57,900
13. Utility Charges (Rent, electricity, gas, telephone, etc.).	2,200	2,200	2,200	2,200	2,200	11,000
14. Contingencies (including pay of 2 substitute instructors who may be employed to enable other instructors to undergo in-service and field training).	32,000	32,000	32,000	32,000	32,000	1,60,000
TOTAL ...	2,84,828	2,90,628	2,75,428	2,72,328	2,70,328	13,93,540

Notes.—1. Instructors may be in the following subjects unless modifications are required by the curricula of particular institutes. Provincial and/or regional directors have the authority to make such modifications in designation of instructors to conform to curricula requirements, subject to Central Government approval :—

(*a*) Agriculture ...	1
(*b*) Horticulture/Fish Culture	1
(*c*) Education and literacy techniques	1
(*d*) Sanitation ...	1
(*e*) Animal Husbandry	1
(*f*) Cooperation ...	1/2
(*g*) Workshop Management	1
(*h*) Engineer/Overseer	1/2
(*i*) Home Economy	1
(*j*) Cottage Industries	1
TOTAL ...	9

2. Demonstrators may be in any subject required by the curricula of the institute.

3. Item C-5 will cease to be expended as soon as the Academies for training Development Officers and Supervisors are in position.

4. Stipends to 65 trainees for the full training period (including 5 as replacement reserve) + 10 trainees for 2 months (to enable weeding out unsuitable candidates during training) + 10 women trainees for the full period. Rate of stipend Rs. 75/- p.m.

5. See Statement No. XI for new decision on the distribution of costs between Central and Provincial Governments.

STATEMENT No. IV

Estimates of Expenditure for one double Capacity Village Aid Training Institute

Item	1955-56	1956-57	1957-58	1958-59	1959-60	Total
A. EXPENDITURE AS PER ONE SINGLE CAPACITY INSTITUTE:						
(*See* Statement III)	2,84,828	2,90,628	2,75,428	2,72,328	2,70,328	13,93,540
B. ADDITIONAL INSTRUCTIONAL STAFF.						
1. Agriculture Instructor (1) (300—25—750) @ Rs. 400/-.	4,800	4,800	4,800	4,800	4,800	24,000
2. Lecturer or instructor in Agriculture (2) (250—20—450) @ Rs. 290/-.	6,960	6,960	6,960	6,960	6,960	34,800
C. ADDITIONAL ESTABLISHMENT:						
1. Junior Clerk (1) (60—4—100—5—120)@ Rs. 80/-.	960	960	960	960	960	4,800
2. Peons (2) @ Rs. 55/- (Inclusive allowance)	1,320	1,320	1,320	1,320	1,320	6,600
3. Cooks (2) @ Rs. 70/- (Inclusive allowance)	1,680	1,680	1,680	1,680	1,680	8,400
4. Bhishti (1) @ Rs. 55/- (Inclusive allowance)	660	660	660	660	660	3,300
5. Sweeper (1) @ Rs. 55/- (Inclusive allowance)	660	660	660	660	660	3,300
6. Chowkidars (2) @ Rs. 55/- (Inclusive allowance).	1,320	1,320	1,320	1,320	1,320	6,600
D. ADDITIONAL OTHER EXPENDITURE						
1. Allowance—						
(*a*) Travelling Allowance	2,000	2,000	2,000	2,000	2,000	10,000
(*b*) Cost of Living and dearness allowance	2,500	2,500	2,500	2,500	2,500	12,500

2. Buildings (Expansion)	2,50,000	2,000	2,000	2,000	2,000	2,58,000
3. Furniture	10,000	1,000	1,000	1,000	1,000	14,000
4. Equipment	20,000	12,000	11,000	8,000	4,000	55,000
5. Stipends (pay scale as in Statement No. III)	69,000	69,000	69,000	69,000	69,000	3,45,000
6. Transport (additional 25% to that for a single institute).	5,000	5,000	5,000	5,000	5,000	25,000
7. Utility Charges	1,000	1,200	1,300	1,400	1,500	6,400
8. Contingencies	16,000	16,000	16,000	16,000	16,000	80,000
9. Salary during training of two Development Officers and 4 Supervisors.	5,680	5,680	5,680	5,680	5,680	28,400
TOTAL ...	6,84,368	4,25,368	4,09,268	4,03,268	3,97,368	23,19,640

Notes.—1. Notes 1, 2 and 3 in Statement No. III are also applicable to this statement.

2. Provincial and/or regional directors have authority to add 1 person of instructor rank and 2 of lecturer rank (*see* B 1 and 2 above) in any speciality required by the curricula of the institute, subject to Central Government approval.

3. Stipends to 130 trainees for the full training period (including 10 as replacement reserve)+20 trainees for 2 months (to enable weeding out unsuitable candidates during training)+20 women trainees for the full period. Rate of stipend Rs. 75 p.m.

4. At present there are 6 single capacity institutes in West Pakistan and 3 in East Pakistan. A total of 8 double capacity institutes is planned, 5 in East Pakistan and 3 in West Pakistan. In the first year of the plan 3 single capacity institutes in each wing will be doubled and one additional double capacity institute in East Pakistan added with a second one added in the second year. The capital expenditure on buildings, furniture, etc., at the rate of Rs. 6,00,000 each has been provided for the two additional institutes added.

5. *See* Statement No. XI for new decision on the distribution of costs between Central and Provincial Governments.

STATEMENT No. V

Estimated expenditure on one development area for one year.

Item	Total Expenditure (Recurring)	Centre's Share of Recurring Expenditure	Prov's Share of Recurring Expenditure	Non-recurring or Capital Expenditure
1	2	3	4	5
A. STAFF				
1. Development Officer (1) (300—25—750) @ Rs. 450 p.m.	5,400	2,700	2,700	...
2. Extension Supervisors (2) (150—15—300) @ Rs. 180 (preferably one specializing in Agriculture and one in Animal Husbandry).	4,320	2,160	2,160	...
3. Social Education-*cum*-Public Relations Officer (1) (150—15—300) @ Rs. 180 p.m.	2,160	1,080	1,080	...
4. Sanitary Engineer/Overseer (1) (150—15—300) @ Rs. 180.	2,160	1,080	1,080	...
5. Film Operator (1/2) (1 to serve 2 Development Areas) (150—15—300) @ Rs. 200.	1,200	600	600	...
6. Village-AID Workers (30) @ Rs. 110 (inclusive of Dearness Allowance).	39,600	19,800	19,800	...
7. Head Clerk-*cum*-qualified Accountant (1) (120—10—200) @ Rs. 150+50 Special Pay.	2,400	1,200	1,200	...
8. Junior Clerk (1) (75—5—150) @ Rs. 100	1,200	600	600	...
9. Peons (2) @ Rs. 55 (inclusive of Allowances) ...	1,320	660	660	...
10. Chowkidar (1) @ Rs. 55 (inclusive of Allowances) ...	660	330	330	...

B. ALLOWANCES				
1. Cost of Living and Dearness Allowances	5,000	2,500	2,500	...
2. Conveyance Allowance for Dev. Officers Social Educators, Film Operators, etc.	2,500	1,250	1,250	...
3. Office Allowance to Village Workers @ Rs. 10 p.m. ...	3,600	1,800	1,800	...
4. Cycle Allowance to Village Workers @ Rs. 5 p.m. ...	1,800	900	900	...
C. BUILDINGS AND FURNITURE				
1. Rent of Buildings @ Rs. 100 p.m. for the Development Officer and Rs. 20 for each of the 2 Supervisors.	1,680	840	840	...
2. Furniture	400	200	200	2,000
D. OFFICE EQUIPMENT AND OTHER EXPENDITURES				
1. Typewriter/Safes/Cabinets	300	150	150	4,000
2. Printing and Stationery	1,800	900	900	...
3. Duplicator	200	100	100	2,000
4. Office Contingencies	2,000	1,000	1,000	...
5. Transportation (1 jeep with trailer and 35 cycles). (This requirement may be increased later).	5,000	2,500	2,500	20,000
6. Project Contingencies and unforseen Expenditure ...	5,300	2,650	2,650	...
Total Administrative Expenditure ...	90,000	45,000	45,000	28,000
E. DEVELOPMENT EXPENDITURE				
1. *Agriculture.*—(Cost of seeds, plants, nurseries, manures, fertilizers, insecticides, spraying, etc., laying of trial plots, seed farms, encouraging farmers, etc.).	50,000	25,000	25,000	...

STATEMENT No. V —(Continued)

Item	Total Expenditure (Recurring)	Centre's Share of Recurring Expenditure	Prov's Share of Recurring Expenditure	Non-recurring or Capital Expenditure
1	2	3	4	5
2. *Animal Husbandry.*—(Including poultry, bee keeping, fish breeding, key village scheme, livestock breeding and treatment, prevention of disease, etc.)	30,000	15,000	15,000	...
3. *Village Roads and Communications.*—(Providing cost of shingle, levelling of roads, planting roadside trees, etc., constructing at least 6 miles of link/feeder roads per year with voluntary labour and improving existing roads).	18,000	9,000	9,000	...
4. *Education.*—(Child and adult and subsidizing recurring expenditure only where 50 per cent. contributed by villagers. Target—1 school for 3 villages. Ultimate aim primary education for entire rural populace. Will provide 7 teachers for adult literacy in the ratio of 1 for 20 villages).	24,000	12,000	12,000	...
5. *Health and Sanitation* :				
(*i*) Preventive—(improving wells and/or providing at least 1 drinking water well for every village, providing drainage, tanks, etc.).	35,000	17,500	17,500	...
(*ii*) Curative—(target—1 to 2 health centres-*cum*-dispensaries per area or mobile vans as required).	15,000	7,500	7,500	...
6. *Cottage Industries.*—(Village artisans to be trained at cottage industries centres for 3 months, provision of equipment, etc.).	10,000	5,000	5,000	...

7. *Cooperatives.*—(Includes provision of paid secretaries at Rs. 100 p.m.).	18,000	9,000	9,000	...
8. *Irrigation Projects.*—(Drains, tube wells, canals and other similar community works).	24,000	12,000	12,000	...
9. *Housing.*—(Model houses, improvement demonstrations, etc.)	3,000	1,500	1,500	...
10. *Communications Projects.*—(Bridges, culverts, and other similar community works).	12,000	6,000	6,000	...
11. *Small Scale Village Community Construction Projects.*—(Mosques, clubs, youth-work centres, punchayat houses, etc.).	15,000	7,500	7,500	...
12. *Agriculture Credits.*—(Loans through State Bank of Pakistan or Agriculture Credit Finance Corporation, etc.).	...	...	...	2,00,000
13. *Prizes and awards*	5,000	2,500	2,500	...
14. *Cultural, Youth and Recreational Activities*	6,000	3,000	3,000	...
15. *Home Economics.*—(Demonstrating and encouraging fruit preservations, soap making, sewing, needle work, toy making, embroidery, etc.).	3,000	1,500	1,500	...
16. *Afforestation and anti-erosion activity*	5,000	2,500	2,500	...
Total for Development ...	2,73,000	1,36,500	1,36,500	2,00,000
Total for Administration ...	90,000	45,000	45,000	28,000
GRAND TOTAL ...	3,63,000	1,81,500	1,81,500	2,28,000

STATEMENT No. V—(Continued)

Recapitulation of expenditure for all purposes for one development area for five years

Year of Operation	Non-Recurring Expenditure (Central and Provincial Share 50 : 50)	Total Recurring Expenditure and Scale of Development Expenditure shown within brackets (Central and Provincial Share 50 : 50)	Provincial Share of Columns 2 and 3	Central Share of Columns 2 and 3	Agriculture credit loans to be provided by Centre through State Bank of Pakistan	TOTAL (Columns 2, 3 and 6)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1st Year : 1955-56	28,000	2,26,500 (50%)	1,27,250	1,27,250	2,00,000	5,54,500
2nd Year : 1956-57	...	3,63,000 (100%)	1,81,500	1,81,500	...	3,63,000
3rd Year : 1957-58	...	3,63,000 (100%)	1,81,500	1,81,500	...	3,63,000
4th Year : 1958-59	...	2,26,500 (50%)	1,13,250	1,13,250	...	2,26,500
5th Year : 1959-60	...	90,000	45,000	45,000	...	90,000
TOTAL ...	28,000	12,69,000	6,48,500	6,48,500	2,00,000	14,97,000

Notes.—1. Each development area is composed of approximately 150 villages and 100,000 population.

2. Pay of women Village-AID workers and supervisors will be chargeable to project contingencies.

3. As explained in Chapter VII of the Plan, the recurring development expenditure will be scaled down to 50 per cent. in the first and fourth years, adjustable after a general evaluation is made in the third year of the plan.

4. Loans are made on a short-term basis to provide a revolving credit fund.

5. *See* Statement No. XI for new decision on the distribution of costs between Central and Provincial Governments.

6. Development expenditures are made only on items in village council plans to the realization of which villagers contribute the maximum of their land, labour and other resources.

7. It will be observed, that out of the above recurring expenditure in one Development Area for one year, the Project Administration will absorb Rs. 90,000 annually. In 4 years of development in one area, it is anticipated that during the *first* and the *fourth* years of operation, the recurring development expenditure, (as distinct from expenditure on the administrative set-up, non-recurring expenditure and loans for credit) must needs be scaled down to 50 per cent. of the estimates. The ultimate tenure of development in these areas will be decided after a general evaluation of the V-AID Programme, in the third year of Plan period. But assuming for the purpose of the 5-Year Plan that each development area will remain in operation for full four years on the proposed scale of expenditure and that only the establishment expenditure will continue to be incurred after the 4th year of Development (development expenditure being withdrawn) then each Project Area, over the five year period, must necessitate the expenditure shown in Recapitulation.

STATEMENT No. VI

Estimated expenditure for setting up and operating for five years—One V-Aid Academy for Training Development Officers and Supervisors and for Re-orientating C.P.S. and P.C.S. Officers and Provincial Departmental Personnel.

Item	Non-recurring	Recurring					Total
		1955-56	1956-57	1957-58	1958-59	1959-60	
1	2	3	4	5	6	7	8
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
A. STAFF AND ESTABLISHMENT							
1. Salaries (*See* annexure I).	...	1,36,200	1,36,200	1,36,200	1,36,200	1,36,200	6,81,000
2. Allowances and honoraria for staff.	...	14,000	14,000	14,000	14,000	14,000	70,000
3. Travelling allowance ...	...	25,000	25,000	25,000	25,000	25,000	1,25,000
B. TRAINEES							
1. Stipends (approximately 18 Development Officers and 36 Supervisors) D.O.'s @ Rs. 400 p.m. and Supervisors @ Rs. 180 p.m. for full year. Other trainees will usually be under regular government employment.	...	1,64,160	1,64,160	1,64,160	1,64,160	1,64,160	8,20,800

2. Allowances and honoraria for trainees.	...	36,000	36,000	36,000	36,000	36,000	1,80,000
C. OTHER EXPENDITURE							
1. Buildings and land (includes housing for staff and trainees).	6,00,000	6,000	6,000	6,000	6,000	6,000	6,30,000
2. Furniture	1,00,000	3,000	3,000	3,000	3,000	3,000	1,15,000
3. Training equipment ...	50,000	5,000	5,000	5,000	5,000	5,000	75,000
4. Other charges and contingencies.	...	50,000	50,000	50,000	50,000	50,000	2,50,000
TOTAL ...	7,50,000	4,39,360	4,39,360	4,39,360	4,39,360	4,39,360	29,46,800

Note.—See statement No. XI for new decision on the distribution of costs between Central and Provincial Governments.

ANNEXURE I TO STATEMENT VI

Estimated expenditures for training staff for one Village Aid Academy

		Scale of Pay	Annual Expenditure
	FULL TIME INSTRUCTORS		
1.	Principal (being a Specialist in Public Administration)	1200—100—2500 @ 1500	18,000
2.	Instructor in Programme Planning, Public and General Administration—Personnel Control and Supervisory Control.	300—25—750 @ 500	6,000
3.	Instructor in Agronomy—Land Utilization and Agriculture Economics	Do.	6,000
4.	Instructor in Horticulture	Do.	6,000
5.	Instructor in Extension Techniques, Welfare Work, Youth Club Work and Group Discussions.	Do.	6,000
6.	Instructor in Education—General Fundamental, Adult and Social	Do.	6,000
7.	Instructor in Animal Husbandry and Fish Culture	Do.	6,000
8.	Instructor in Cooperatives, Supervised Agriculture, Credits and Marketing	Do.	6,000
9.	Instructor in Finance, Budgeting and Accounting	Do.	6,000
	PART TIME INSTRUCTORS		
10.	Instructor in Public Health Sanitation and Hygiene	250	3,000
11.	Instructor in Cottage Industries	Do.	3,000
12.	Instructor in Communications	Do.	3,000
13.	Instructor in Forestry	Do.	3,000
14.	Instructor in Irrigation	Do.	3,000
15.	Instructor in Land Tenure and Revenue Administration	Do.	3,000
16.	Instructor in Home Economics and Home Management	Do.	3,000
17.	Instructor in Rural Sociology and Anthropology	Do.	3,000
	ASSISTANT (full time)		
18.	Workshop Manager	300	3,600

19.	Works Engineer Overseer	300	3,600
20.	Demonstrators (2)	150—10—350 @ 250	6,000
21.	Electrician	120—8—200 @ 150	1,800
22.	Blacksmith	80—2—100 @ 100	1,200
23.	Carpenter	Do.	1,200
	NON TECHNICAL STAFF		
24.	Superintendent	250	3,000
25.	Stenographer	160	1,920
26.	Stenotypists (2)	105	2,520
27.	Store-Keepers	100	1,200
28.	Junior Clerks (3)	100	3,600
29.	Peons (5)	@ 55 (inclusive of allowances)	3,300
30.	Drivers (4)	@ 85 Do.	4,080
31.	Cooks (3)	@ 70 Do.	2,520
32.	Chowkidars (3)	@ 55 Do.	1,980
33.	Bhishti (1)	@ 55 Do.	660
34.	Mali	@ 70 Do.	840
35.	Sweepers (2)	@ 55 Do.	1,320
36.	Tractor Driver	@ 100 Do.	1,200
37.	Bullock Attendant	@ 55 Do.	660
		Total ...	1,36,200

Note.—A contract will be negotiated with an American university to furnish expert advisors for establishing an advising on the initial operation of these academies. The composition of the instructional staff will be finally decided after a thorough study, including the initial period of academy operation, has been made by the advisor and the V-AID Administration.

STATEMENT No. VII

The number of development areas planned to be in operation for each year of the 5-years Plan Period

Year of Operation	East Pakistan	West Pakistan					Azad Kashmir	TOTAL
		Lahore Region	Hyderabad Region	Peshawar Region	Quetta Region	Bahawal-pur Region		
Before 1 April 1955	4	1-1/3	1-1/2	2/3	1-1/2	—	—	9
1955-56	4+4	1 1/3+2 1/2	1 1/2+2 1/6	2/3+2	1 1/2+1 1/3	2	1/2	23 1/2
1956-57	8+14	3 5/6+8	3 2/3+2 1/6	2 2/3+4	2 5/6+2	2+2	1/2+3/4	56 5/12
1957-58	22+18	11 5/6+8	5 5/6+2 1/6	6 2/3+4	4 5/6+2	4+2	1 1/4+1	93 7/12
1958-59	40+20	19 5/6+8	8+2 1/6	10 2/3+4	6 5/6+2	6+2	2 1/4+1	132 3/4
1959-60	60+20	2 5/6+8	10 1/6+2 1/6	14 2/3+4	8 5/6+2	8+2	3 1/4+1	171 11/12
Total No. of Areas in Operation by 1960.	80	35 5/6	12 1/3	18 2/3	10 5/6	10	4 1/4	171 11/12
Total Area-Years for the Five Years.	210	99 1/6	40	53 1/3	34 1/6	30	11 1/2	478 1/6

Notes 1.—An area-year is defined as one development area in operation for one year. For example, in Peshawar region by 1960 there will be 18 2/3 areas in operation. Of these, 2 2/3 would have been in operation for the full five years giving a total of 2 2/3 × 5=13 1/3 area-years. Four areas were added the second year giving a total of 4 × 4 = 16 area-years. Similar calculations can be made up through the fifth year giving a five year total for the region of 53 1/3 area-years. The pattern of expenditure on these areas follows that indicated in the *Recapitulation of Expenditure in Statement No. V.*

2. Areas already in operation before 1 April 1955 when the Plan began are treated as having come into operation only during the first year of the Plan. Therefore the first line of the table is not counted in the line representing total area-years, since this time antedated the Plan.

3. The date of commencement of a development area will not necessarily conform to the fiscal years as shown above but may vary in case of each area in accordance with the date of completing training in the respective training institutes. As far as feasible, these dates have been adjusted within the first and second years of the Plan period.

4. ***Lahore Region*** is composed of the Divisions of Multan, Lahore and Rawalpindi and roughly corresponds to the old Punjab.

5. ***Hyderabad Region*** is composed of the Divisions of Hyderabad and Khairpur and roughly corresponds to the old Sind Province and Khairpur State.

6. ***Quetta Region*** is composed of the Divisions of Quetta and Kalat and roughly corresponds to the old Baluchistan and Balushistan States Union.

7. ***Bahawalpur Region*** is composed of the Division of Bahawalpur and roughly corresponds to the old State of Bahawalpur.

8. ***Peshawar Region*** is composed of the Divisions of Peshawar and Dera Ismail Khan.

STATEMENT No. VIII

Estimated expenditure for development areas for each year of the 5-Year Plan on the basis of operating the number of development areas indicated in statement No. VII.

Year of Operation	East Pakistan	West Pakistan					Azad Kashmir	TOTAL
		Lahore Region	Hyderabad Region	Peshawar Region	Quetta Region	Bahawalpur Region		
1	2	3	4	5	6	7	8	9
1955-56								
Non-recurring	2,24,000	1,07,333	1,02,666	74,667	79,330	56,000	14,000	6,57,996
Loans	16,00,000	7,66,667	7,33,334	5,33,333	5,66,665	4,00,000	1,00,000	46,99,999
Recurring	18,12,000	8,68,250	8,30,500	6,04,000	6,41,750	4,53,000	1,13,250	53,22,750
1956-57								
Non-recurring	3,92,000	2,24,000	60,667	1,12,000	56,000	56,000	21,000	9,21,667
Loans	28,00,000	16,00,000	4,33,333	8,00,000	4,00,000	4,00,000	1,50,000	65,83,333
Recurring	60,75,000	32,03,500	18,21,750	18,74,000	14,81,500	11,79,000	3,51,375	1,59,86,125
1957-58								
Non-recurring	5,04,000	2,24,000	60,667	1,12,000	56,000	56,000	28,000	10,40,667
Loans	36,00,000	16,00,000	4,33,333	8,00,000	4,00,000	4,00,000	2,00,000	74,33,333
Recurring	1,20,63,000	61,07,500	26,08,250	33,26,000	22,07,500	19,05,000	6,80,250	2,88,97,500

1958-59								
Non-recurring	5,60,000	2,24,000	60,667	1,12,000	56,000	56,000	28,000	10,96,667
Loans	40,00,000	16,00,000	4,33,333	8,00,000	4,00,000	4,00,000	2,00,000	78,33,333
Recurring	1,79,58,000	84,88,250,	28,94,250	44,14,000	25,46,750	23,58,000	9,75,000	3,96,34,250
1959-60								
Non-recurring	5,60,000	2,24,000	60,667	1,12,000	56,000	56,000	28,000	10,96,667
Loans	40,00,000	16,00,000	4,33,333	8,00,000	4,00,000	4,00,000	2,00,000	78,33,333
Recurring	2,22,15,000	97,77,000	28,84,500	49,56,000	26,13,000	25,38,000	11,67,375	4,61,50,875
TOTAL ...	7,83,63,000	3,66,14,500	1,38,51,250	1,94,30,000	1,19,60,495	1,07,13,000	42,56,250	17,51,88,495
Total for 5 years (1955-60)								
Non-recurring	**22,40,000**	**10,03,333**	**3,45,334**	**5,22,667**	**3,03,330**	**2,80,000**	**1,19,000**	**48,13,664**
Loans	**1,60,00,000**	**71,66,667**	**24,66,666**	**37,33,333**	**21,66,665**	**20,00,000**	**8,50,000**	**3,43,83,331**
Recurring	**6,01,23,000**	**2,84,44,500**	**1,10,39,250**	**1,51,74,000**	**94,90,500**	**84,33,000**	**32,87,250**	**13,59,91,500**
TOTALS ...	7,83,63,000	3,66,14,500	1,38,51,250	1,94,30,000	1,19,60,495	1,07,13,000	42,56,250	17,51,88,495

Notes:—1. For the purpose of the above calculations, the Development areas already under operation before the 1st year of the Plan (*i.e.* before 1.4.55) have been treated as if commencing their operations from the year 1955-56.

2. *See* Notes 4 to 8 on Statement No. VII.

STATEMENT No. VIII (Continued)

Recapitulation of development area expenditure by years and type of expenditure

Year of Operation of an area	Adminitstration Expenditure (proportionate to the actual size of area)	Development Expenditure (proportionate to the actual size of area)	Non-recurring Expenditure (proportionate to the actual size of area)	Loans (proportionate to the actual size of area)
1st	100% @ Rs. 90,000	50% @ Rs. 1,36,500	100% @ Rs. 28,000	100% @ Rs. 2,00,000
2nd	100% @ Rs. 90,000	100% @ Rs. 2,73,000	NiL	NIL
3rd	100% @ Rs. 90,000	100% @ Rs, 2,73,000	NIL	NIL
4th	100% @ Rs, 90,000	50% @ Rs, 1,36,500	NIL	NIL
5th	100% @ Rs. 90,000	NIL	NIL	NIL

Note:—After 3 years of operation, it will be decided through an evaluation of the progress achieved, whether any fresh or unexpended Development expenditure for the areas completing 4 years of operation should be further continued in the 5th year and onwards. Subsequent to drawing up this plan, the Central Government has decided to bear 75% of all non-recurring expenditure and has extended this offer to some items hitherto included in "Development expenditure" above. (*See* Statement No. XI.)

STATEMENT No. IX

Total Expenditure for operating the Village Aid Programme in Pakistan for the Five Year Period of the Plan

EAST PAKISTAN

Years of operation	Item of Expenditure	Loans by the State Bank	Central Share of Expenditure	Provincial Share of Expenditure
1955-56	Central Administration	...	1,27,864	1,27,863
	Provincial Directorates ...	...	41,694	41,694
	Training Institutes	...	16,68,736	* 16,68,736
	Development Areas	16,00,000	10,18,000	10,18,000
	Training Academies	...	5,94,680	5,94,680
	TOTAL ...	16,00,000	34,50,974	34,50,973
1956-57	Central Administration ...	...	1,27,864	1,27,863
	Provincial Directorates ...	...	43,694	43,694
	Training Institutes	...	13,63,420	* 13,63,420
	Development Areas	28,00,000	32,33,500	32,33,500
	Training Academies	...	2,19,680	2,19,680
	TOTAL ...	28,00,000	49,88,158	49,88,157
1957-58	Central Administration ...	...	1,27,864	1,27,863
	Provincial Directorates ...	...	51,054	51,054
	Training Institutes	...	10,23,170	10,23,170
	Development Areas	36,00,000	62,83,500	62,83,500
	Training Academies	...	2,19,680	2,19,680
	TOTAL ...	36,00,000	77,05,268	77,05,267
1958-59	Central Administration ...	...	1,27,864	1,27,863
	Provincial Directorates ...	...	53,304	53,304
	Training Institutes	...	10,08,170	10,08,170
	Development Areas	40,00,000	92,59,000	92,59,000
	Training Academies	...	2,19,680	2,19,680
	TOTAL ...	40,00,000	1,06,68,018	1,06,68,017
1959-60	Central Administration ...	...	1,27,864	1,27,863
	Provincial Directorates ...	...	61,054	61,054
	Training Institutes	...	9,93,420	9,93,420
	Development Areas	40,00,000	1,13,88,000	1,13,88,000
	Training Academies	...	2,19,680	2,19,680
	TOTAL ...	40,00,000	1,27,90,018	1,27,90,017
	GRAND TOTAL ...	1,60,00,000	3,96,02,436	3,96,02,431

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* See notes at end of this statement.

STATEMENT No. IX (*Continued*)

WEST PAKISTAN—LAHORE REGION

Years of Operation	Item of Expenditure	Loans by the State Bank	Central Share of Expenditure	Provincial Share of Expenditure
1955-56	Central Administration	...	71,147	71,146
	Regional Directorate	...	61,694	61,694
	Training Institutes	...	6,84,360	6,84,360
	Development Areas	7,66,667	4,87,792	4,87,791
	Training Academies	...	1,58,227	1,58,227
	TOTAL	7,66,667	14,63,226	14,63,226
1956-57	Central Administration	...	71,147	71,146
	Regional Directorate	...	62,694	62,694
	Training Institutes	...	4,27,360	4,27,360
	Development Areas	16,00,000	17,13,750	17,13,750
	Training Academies	...	73,227	73,227
	TOTAL	16,00,000	23,07,104	23,07,103
1957-58	Central Administration	...	71,147	71,146
	Regional Directorate	...	71,056	71,056
	Training Institutes	...	4,09,260	4,09,260
	Development Areas	16,00,000	21,67,750	21,67,750
	Training Academies	...	73,227	73,227
	TOTAL	16,00,000	27,30,444	27,30,443
1958-59	Central Administration	...	71,147	71,146
	Regional Directorate	...	73,306	73,306
	Training Institutes	...	4,05,260	4,05,260
	Development Areas	16,00,000	43,76,177	43,76,177
	Training Academies	...	73,227	73,227
	TOTAL	16,00,000	49,37,069	49,37,070
1959-60	Central Administration	...	71,147	71,146
	Regional Directorate	...	61,754	61,754
	Training Institutes	...	5,37,360	5,37,360
	Development Areas	16,00,000	70,00,500	70,00,500
	Training Academies	...	73,227	73,227
	TOTAL	16,00,000	77,83,794	77,83,793
	GRAND TOTAL	71,66,667	1,80,41,717	1,80,41,723

STATEMENT No. IX (*Continued*)

WEST PAKISTAN—HYDERABAD REGION

Years of Operation	Item of Expenditure	Loans by the State Bank	Central Share of Expenditure	Provincial Share of Expenditure
1955-56	Central Administration	...	23,973	23,973
	Regional Directorates	...	41,694	41,694
	Training Institutes	...	1,42,414	1,42,414
	Development Areas	7,33,334	4,66,184	4,66,182
	Training Academies	...	99,114	99,113
	TOTAL	7,33,334	7,73,379	7,73,376
1956-57	Central Administration	...	23,973	23,973
	Regional Directorates	...	43,694	43,694
	Training Institutes	...	1,47,314	1,47,314
	Development Areas	4,33,333	9,41,209	9,41,208
	Training Academies	...	36,614	36,613
	TOTAL	4,33,333	11,92,804	11,92,802
1957-58	Central Administration	...	23,973	23,973
	Regional Directorates	...	47,654	47,654
	Training Institutes	...	1,37,714	1,37,714
	Development Areas	4,33,333	13,35,859	13,35,858
	Training Academies	...	36,614	36,614
	TOTAL	4,33,333	15,81,814	15,81,813
1958-59	Central Administration	...	23,973	23,973
	Regional Directorates	...	49,706	49,706
	Training Institutes	...	1,36,166	1,36,166
	Development Areas	4,33,333	14,77,620	14,77,618
	Training Academies	...	36,614	36,613
	TOTAL	4,33,333	17,29,914	17,29,912
1959-60	Central Administration	...	23,973	23,973
	Regional Directorates	...	37,306	37,306
	Training Institutes	...	1,37,166	1,37,166
	Development Areas	4,33,333	14,75,786	14,75,782
	Training Academies	...	36,614	36,613
	TOTAL	4,33,333	17,27,889	17,27,887
	GRAND TOTAL	24,66,666	70,05,800	70,05,790

STATEMENT No. IX (*Continued*)

WEST PAKISTAN—QUETTA REGION

Years of Operation	Items of Expenditure	Loans by the State Bank	Central Share of Expenditure	Provincial Share of Expenditure
1955-56	Central Administration	...	51,146	...
	Regional Directorates	...	83,388	...
	Training Institutes	...	2,84,828	...
	Development Areas	5,66,665	6,15,040	1,06,040
	Training Academies	...	1,98,227	...
	TOTAL	5,66,665	12,32,629	1,06,040
1956-57	Central Administration	...	51,146	...
	Regional Directorates	...	87,388	...
	Training Institutes	...	2,90,628	...
	Development Areas	4,00,000	13,22,625	2,14,875
	Training Academies	...	73,227	...
	TOTAL	4,00,000	18,25,014	2,14,875
1957-58	Central Administration	...	51,146	...
	Regional Directorates	...	94,908	...
	Training Institutes	...	2,75,428	...
	Development Areas	4,00,000	19,57,875	3,05,625
	Training Academies	...	73,227	...
	TOTAL	4,00,000	24,52,548	3,05,625
1958-59	Central Administration	...	51,146	...
	Regional Directorates	...	98,408	...
	Training Institutes	...	2,72,328	...
	Development Areas	4,00,000	22,63,250	3,39,500
	Training Academies	...	73,227	...
	TOTAL	4,00,000	27,58,359	3,39,500
1959-60	Central Administration	...	51,146	...
	Regional Directorates	...	1,13,808	...
	Training Institutes	...	2,70,228	...
	Development Areas	4,00,000	23,38,750	3,39,250
	Training Academies	...	73,227	...
	TOTAL	4,00,000	28,40,359	3,39,250
	GRAND TOTAL	21,66,665	1,11,09,045	13,05,290

STATEMENT No. IX (*Continued*)

WEST PAKISTAN—PESHAWAR REGION

Years of Operation	Item of Expenditure	Loans by Share of the State Bank	Central Share of Expenditure	Provincial Share of Expenditure
1955-56	Central Administration	...	25,573	25,572
	Regional Directorates	...	41,694	41,694
	Training Institutes	...	3,42,184	3,42,184
	Development Areas	5,33,333	3,39,334	3,39,333
	Training Academies	...	99,114	99,113
	TOTAL	5,33,333	8,47,899	8,47,896
1956-57	Central Administration	...	25,573	25,572
	Regional Directorates	...	43,694	43,694
	Training Institutes	...	2,12,684	2,12,684
	Development Areas	8,00,000	9,93,000	9,93,000
	Training Academies	...	36,614	36,613
	TOTAL	8,00,000	13,11,565	13,11,563
1957-58	Central Administration	...	25,573	25,572
	Regional Directorates	...	47,454	47,454
	Training Institutes	...	2,04,634	2,04,634
	Development Areas	8,00,000	17,19,000	17,19,000
	Training Academies	...	36,614	36,613
	TOTAL	8,00,000	20,33,275	20,33,273
1958-59	Central Administration	...	25,573	25,572
	Regional Directorates	...	49,704	49,704
	Training Institutes	...	2,01,634	2,01,634
	Development Areas	8,00,000	22,63,000	22,63,000
	Training Academies	...	36,614	36,613
	TOTAL	8,00,000	25,76,525	25,76,523
1959-60	Central Administration	...	25,573	25,572
	Regional Directorates	...	57,954	57,954
	Training Institutes	...	1,98,684	1,98,684
	Development Areas	8,00,000	25,34,000	25,34,000
	Training Academies	...	36,614	36,613
	TOTAL	8,00,000	28,52,825	28,52,823
	GRAND TOTAL	37,33,333	96,22,089	96,22,078

STATEMENT No. IX (*Continued*)

WEST PAKISTAN—BAHAWALPUR REGION

Years of Operation	Item of Expenditure	Loans by the State Bank	Central Share of Expenditure	Provincial Share of Expenditure
1955-56	Central Administration	...	25,573	25,572
	Regional Directorates	...	41,694	41,694
	Training Institutes	...	1,42,414	1,42,414
	Development Areas	4,00,000	2,54,500	2,54,500
	Training Academies	...	99,114	99,113
	TOTAL	4,00,000	5,63,295	5,63,293
1956-57	Central Administration	...	25,573	25,572
	Regional Directorates	...	43,694	43,694
	Training Institutes	...	1,45,314	1,45,314
	Development Areas	4,00,000	6,17,500	6,17,500
	Training Academies	...	36,614	36,613
	TOTAL	4,00,000	8,68,695	8,68,693
1957-58	Central Administration	...	25,573	25,572
	Regional Directorates	...	47,454	47,454
	Training Institutes	...	1,37,714	1,37,714
	Development Areas	4,00,000	9,80,500	9,80,500
	Training Academies	...	36,614	36,613
	TOTAL	4,00,000	12,27,855	12,27,853
1958-59	Central Administration	...	25,573	25,572
	Regional Directorates	...	49,704	49,704
	Training Institutes	...	1,36,164	1,36,164
	Development Areas	4,00,000	12,07,000	12,07,000
	Training Academies	...	36,614	36,613
	TOTAL	4,00,000	14,55,055	14,55,053
1959-60	Central Administration	...	25,573	25,572
	Regional Directorates	...	57,954	57,954
	Training Institutes	...	1,35,164	1,35,164
	Development Areas	4,00,000	12,97,000	12,97,000
	Training Academies	...	36,514	36,613
	TOTAL	4,00,000	15,52,305	15,52,303
	GRAND TOTAL	20,00,000	56,67,205	56,67,195

STATEMENT No. IX (*Continued*)

	AZAD KASHMIR			CENTRAL VILLAGE AID ADMINISTRATION
Years of Operation	Item of Expenditure	Loans by the State Bank	Central 100% Share of Expenditure	(Administrative set up. Expenditure not shared by provinces)
1955-56	Central Administration ...	...	...	4,13,648
	Provincial Directorates ...	...	83,388	...
	Training Institutes ...	...	27,000 (stipend)	...
			8,000 (T.A.)	...
	Development Areas ...	1,00,000	1,27,250	...
	TOTAL ...	1,00,000	2,45,638	4,13,648
1956-57	Central Administration ...	...	...	4,19,928
	Provincial Directorates ...	...	87,388	...
	Training Institutes ...	...	27,000 (stipend)	...
			8,000 (T.A.)	...
	Development Areas ...	1,50,000	3,72,375	...
	TOTAL ...	1,50,000	4,94,763	4,19,928
1957-58	Central Administration ...	...	...	4,40,128
	Provincial Directorates ...	...	94,908	...
	Training Institutes ...	...	27,000 (stipend)	...
			8,000 (T.A.)	...
	Development Areas ...	2,00,000	7,08,250	...
	TOTAL ...	2,00,000	8,38,158	4,40,128
1958-59	Central Administration ...	...	...	4,41,088
	Provincial Directorates ...	...	99,408	...
	Training Institutes ...	...	27,000 (stipend)	...
			8,000 (T.A.)	...
	Development Areas ...	2,00,000	10,03,000	...
	TOTAL ...	2,00,000	11,37,408	4,41,088
1959-60	Central Administration ...	...	...	4,42,048
	Provincial Directorates ...	...	1,15,908	...
	Training Institutes ...	...	27,000 (stipend)	...
			8,000 (T.A.)	...
	Development Areas ...	2,00,000	11,95,375	...
	TOTAL ...	2,00,000	13,46,283	4,42,048
	GRAND TOTAL...	8,50,000	40,62,250	21,56,840

STATEMENT No. IX (*Continued*)

TOTAL—EAST AND WEST PAKISTAN

Years of Operation	Item of Expenditure	Loans by the State Bank	Central Share of Expenditure	Provincial Share of Expenditure
1955-56	Central Administration	...	7,20,522	2,55,726
	Provincial Directorates	...	3,75,246	2,08,470
	Training Institutes	...	32,99,944	29,80,116
	Development Areas	46,99,999	33,08,500	26,72,246
	Training Academies	...	12,88,476	10,90,246
	TOTAL	46,99,999	89,92,688	72,06,804
1956-57	Central Administration	...	7,26,802	2,55,726
	Provincial Directorates	...	3,93,246	2,18,470
	Training Institutes	...	26,17,728	22,92,100
	Development Areas	65,83,333	91,93,959	77,13,833
	Training Academies	...	4,75,976	4,02,746
	TOTAL	65,83,333	1,34,07,711	1,08,82,275
1957-58	Central Administration	...	7,47,002	2,55,726
	Provincial Directorates	...	4,34,286	2,44,470
	Training Institutes	...	22,22,928	19,12,500
	Development Areas	74,33,333	1,61,49,334	1,37,88,833
	Training Academies	...	4,75,976	4,02,746
	TOTAL	74,33,333	2,00,29,526	1,66,04,275
1958-59	Central Administration	...	7,47,962	2,55,726
	Provincial Directorates	...	4,54,536	2,55,720
	Training Institutes	...	21,92,728	18,85,400
	Development Areas	78,33,333	2,18,28,834	1,89,02,083
	Training Academies	...	4,75,976	4,02,746
	TOTAL	78,33,333	2,57,00,036	2,17,01,675
1959-60	Central Administration	...	7,48,922	2,55,726
	Provincial Directorates	...	5,28,786	2,96,970
	Training Institutes	...	21,65,128	18,59,800
	Development Areas	78,33,333	*2,52,16,709	2,20,30,833
	Training Academies	...	4,75,976	4,02,746
	TOTAL	78,33,333	2,91,35,521	2,48,46,075
	GRAND TOTAL	3,43,83,331	9,72,65,482	8,12,41,704

Notes.—1. Deputy Directors are provided to E. P. Provincial Directorates and to Lahore Region only.

*2. Includes Rs. 6,00,000 for Capital expenditure on buildings, etc., for one Single Capacity Training Institute. In case buildings are readily available, a lesser sum will be expended.

3. Subsequent to drawing up this plan the Central Government decided to meet 75% of all non-recurring expenditure and has extended this offer to some items hitherto included in the development expenditure above. (*See* Statement No. XI).

STATEMENT No. X

Master Summary of the Five Year Village-Aid Plan

Year	Items of Expenditure	Share of Central Government	Share of Provincial Government	Loan by the State Bank	Total
1955-56 —	Central Administration	7,20,522	2,55,726	...	9,76,248
	Provincial Directorates	3,75,246	2,08,470	...	5,83,716
	Training Institutes	32,99,944	29,80,116	...	62,80,060
	Development Areas	33,08,500	26,72,246	46,99,999	1,06,80,745
	Training Academies East Pakistan	5,94,680	5,94,680	...	11,89,360
	Training Academies West Pakistan	6,93,796	4,95,566	...	11,89,362
	TOTAL ...	89,92,688	72,06,804	46,99,999	2,08,99,491
1956-57 —	Central Administration	7,26,802	2,55,726	...	9,82,528
	Provincial Directorates	3,93,246	2,18,470	...	6,11,716
	Training Institutes	26,17,728	22,92,100	...	49,09,828
	Development Areas	91,93,959	77,13,833	65,83,333	2,34,91,125
	Training Academies East Pakistan	2,19,680	2,19,680	...	4,39,360
	Training Academies West Pakistan	2,56,296	1,83,066	...	4,39,362
	TOTAL ...	1,34,07,711	1,08,82,875	65,83,333	3,08,73,919

STATEMENT No. X—*Contd.*

Year	Items of Expenditure	Share of Central Government	Share of Provincial Government	Loans by State Bank	Total
1957-58 ...	Central Administration	7,47,002	2,55,726	...	10,02,728
	Provincial Directorates	4,34,286	2,44,470	...	6,78,756
	Training Institutes	22,22,928	19,12,500	...	41,35,428
	Development Areas	1,61,49,334	1,37,88,833	74,33,333	3,73,71,500
	Training Academies East Pakistan	2,19,680	2,19,680	...	4,39,360
	Training Academies West Pakistan	2,56,296	1,83,066	...	4,39,362
	Total	2,00,29,526	1,66,04,275	74,33,333	4,40,67,134
1958-59 ...	Central Administration	7,47,962	2,55,726	...	10,03,688
	Provincial Directorates	4,54,536	2,55,720	...	7,10,256
	Training Institutes	21,92,728	18,85,400	...	40,78,128
	Development Areas	2,18,28,834	1,89,02,083	78,33,333	4,85,64,250
	Training Academies East Pakistan	2,19,680	2,19,680	...	4,39,360
	Training Academies West Pakistan	2,56,296	1,83,066	...	4,39,362
	Total	2,57,00,036	2,17,01,675	78,33,333	5,52,35,044

1959-60 ...	Central Administration	7,48,922	2,55,726	...	10,04,648
	Provincial Directorates	5,28,786	2,96,970	...	8,25,756
	Training Institutes	21,65,128	18,59,800	...	40,24,928
	Development Areas	2,52,16,709	2,20,30,833	78,33,333	5,50,80,875
	Training Academies East Pakistan	2,19,680	2,19,680	...	4,39,360
	Training Academies West Pakistan	2,56,296	1,83,066	...	4,39,362
	TOTAL	2,91,35,521	2,48,46,075	78,33,333	6,18,14,929

TOTAL EXPENDITURE IN FIVE YEAR PLAN

(1955—60)

CENTRAL ADMINISTRATION	36,91,210	12,78,630	...	49,69,840
PROVINCIAL DIRECTORATES	21,86,100	12,24,100	...	34,10,200
TRAINING INSTITUTES	1,24,98,456	1,09,29,916	...	2,34,28,372
DEVELOPMENT AREAS	7,56,97,336	6,51,07,828	3,43,83,331	17,51,88,495
TRAINING ACADEMIES	31,92,380	27,01,230	...	58,93,610
TOTAL	9,72,65,482	8,12,41,704	3,43,83,331	21,28,90,517

Note—See Statement No. XI for the proper division of expenditures between Central and Provincial Governments.

STATEMENT No. XI

Note on the Distribution of Non-recurring and Recurring Expenditure between the Central and Provincial Governments.

1. The 5-Year Village-AID Plan had been initially drawn up on the assumption that, as hitherto, the expenditure thereon would be shared equally between the Central and the Provincial Governments. In view of the great importance attached to this Plan, the Central Government has, however, now decided to increase its participation to 75% of all non-recurring expenditure and 50% of recurring expenditure. The rest would be borne by Provincial Governments.

2. The non-recurring expenditure computed within each *Development Area* over the period of 4 years of its development is as follows :—

(1) Animal Husbandry (cost of providing one bull and one ram for servicing 5 villages)	Rs.	24,000
(2) Entire estimated irrigation expenditure	,,	72,000
(3) Entire estimated road building expenditure	,,	54,000
(4) Entire estimated bridge building expenditure	,,	36,000
(5) Entire estimated improved housing expenditure	,,	9,000
(6) Entire estimated expenditure on Community constructions	,,	45,000
(7) Estimated health expenditure on the curative phase only	,,	45,000
TOTAL	Rs.	2,85,000

Distributed over 4 years of development of one area this expenditure would be Rs. 47,500 for the first year, 95,000 for the second year, 95,000 for the third year and 47,500 for the fourth year of development. In addition to this, in the first year of development in each area a capital expenditure of Rs. 28,000 would be incurred to cover office and transportation equipment for the project office.

3. Capital expenditure in the Plan will also include the cost of doubling the Training Institute buildings, providing their furniture and books, etc., construction of the Academies and construction of the two additional Training Institutes in East Pakistan. The Ford Foundation and the I.C.A. may also participate in these capital construction projects but the extent of such participation is still to be determined and has, therefore, not been accounted in the working of these estimates.

4. The total non-recurring expenditure in the Five Year Plan on the above basis will be Rs. 4,27,81,567. Of this, the Central Government will bear 75%, *i.e.*, Rs. 3,20,86,175 and the Provincial Governments will bear 25%, *i.e.*, Rs. 1,06,95,392.

5. The total recurring expenditure of the plan is Rs. 13,57,25,606 which the Central and Provincial Governments will each share at Rs. 6,78,62,803. It will be observed that the entire amount of the credit loans will be an additional Central liability at Rs. 3,43,83,331. The Centrally Administered Areas of the country will furthermore also be the 100% financial liability of the Central Government but not taking that into account for the purpose of this statement, the total expenditure of Rs. 21,28,90,504 on the Five Year Plan will be shared at Rs. 13,54,10,736 by the Central Government and to Rs. 7,74,79,768 by the Provincial Governments.

Analysis of Incidence of Expenditure on the 5-Year Village Aid Plan

Plan year and Items of Expenditure	Recurring Expenditure (Divisible between Centre and Provinces on 50 : 50 basis)	Capital Expenditure (Divisible between Centre and Provinces on 75 : 25 basis respectively)	Total Expenditure (Columns 2 + 3)	Centre's share out of Columns 2 & 3	Provinces' share out of Columns 2 & 3	Loans to be advanced by State Bank (Centres 100% responsibility) over and above Column 5
1	2	3	4	5	6	7
1955-56						
Central Administration	9,76,248	...	9,76,248	6,94,949	2,81,299	...
Provincial Directorate	5,83,716	...	5,83,716	2,91,858	2,91,858	...
Training Institutes	35,76,560	27,03,500	62,80,060	38,15,905	24,64,155	...
Development Areas	42,06,496	17,74,250	59,80,746	34,33,936	25,46,810	46,99,999
Academies	8,78,720	15,00,000	23,78,720	15,64,360	8,14,360	...
Total	1,02,21,740	59,77,750	1,61,99,490	98,01,008	63,98,482	46,99,999

STATEMENT No. XI—*Contd.*

Plan year and Items of Expenditure	Recurring Expenditure (Divisible between Centre and Provinces on 50 : 50 basis)	Capital Expenditure (Divisible between Centre and Provinces on 75 : 25 basis respectively)	Total Expenditure (Columns 2 + 3)	Centre's share out of Columns 2 & 3	Provinces' share out of columns 2 & 3	Loans to be advanced by State Bank (Centres 100% responsibility) over and above column 5
1	2	3	4	5	6	7
1956-57						
Central Administration	9,82,528	...	9,82,528	7,01,229	2,81,299	...
Provincial Directorate	6,11,716	...	6,11,716	3,05,858	3,05,858	...
Training Institutes	38,77,728	10,32,100	49,09,828	27,12,939	21,96,889	...
Development Areas	1,21,90,084	47,17,708	1,69,07,792	96,33,323	72,74,469	65,83,333
Academies	8,78,720	...	8,78,720	4,39,360	4,39,360	...
Total ...	1,85,40,776	57,49,808	2,42,90,584	1,37,92,709	1,04,97,875	65,83,333
1957-58						
Central Administration	10,02,728	...	10,20,728	7,21,429	2,81,299	...
Provincial Directorate	6,78,756	...	6,78,756	3,39,378	3,39,378	...
Training Institutes	39,58,628	1,76,800	41,35,428	21,11,914	20,23,514	...
Development Areas	2,17,72,500	81,65,667	2,99,38,167	1,70,10,500	1,29,27,667	74,33,333

Academies	8,87,719	...	8,78,719	4,39,360	4,39,359	...
Total ...	2,82,91,331	83,42,467	3,66,33,798	2,06,22,581	1,60,11,217	74,33,333
1958-59						
Central Administration	10,03,688	...	10,03,688	7,22,389	2,81,299	...
Provincial Directorate	7,10,256	...	7,10,256	3,55,128	3,55,128	...
Training Institutes	39,50,128	1,28,000	40,78,128	20,71,064	20,07,064	...
Development Areas	2,99,99,667	1,07,31,250	4,07,30,917	2,30,48,271	1,76,82,646	78,33,333
Academies	8,78,719	...	8,78,719	4,39,360	4,39,359	...
Total ...	3,65,42,458	1,08,59,250	4,74,01,708	2,66,36,212	2,07,65,496	78,33,333
1959-60						
Central Administration	10,04,648	...	10,04,648	7,23,349	2,81,299	...
Provincial Directorate	8,25,756	...	8,25,756	4,12,878	4,12,878	...
Training Institutes	39,44,928	80,000	40,24,928	20,32,464	19,92,464	...
Development Areas	3,54,75,250	1,17,72,292	4,72,47,542	2,65,66,844	2,06,80,698	78,33,333
Academies	8,78,719	...	8,78,719	4,39,360	4,39,359	...
Total ...	4,21,29,301	1,18,52,292	5,39,81,593	3,01,74,895	2,38,06,698	78,33,333

STATEMENT No. XI—*Contd.*

Plan year and Items of Expenditure	Recurring Expenditure (Divisible between Centre and Provinces on 50 : 50 basis)	Capital Expenditure (Divisible between Centre and Provinces on 75 : 25 basis respectively)	Total Expenditure (Columns 2+3)	Centre's share out of Columns 2 & 3	Provinces' share out of Columns 2 & 3	Loans to be advanced by State Bank (Centres 100% responsibility) over and above Column 5
1	2	3	4	5	6	7
1955—60						
CENTRAL ADMINISTRATION	49,69,840	...	49,69,840	35,63,345	14,06,495	...
PROVINCIAL DIRECTORATE	34,10,200	...	34,10,200	17,05,100	17,50,100	...
TRAINING INSTITUTES	1,93,07,972	43,20,400	2,34,28,372	1,27,44,286	1,06,84,086	...
DEVELOPMENT AREAS	10,36,43,997	3,71,61,167	14,08,05,164	7,96,92,874	6,11,12,290	3,43,83,331
ACADEMIES	43,93,597	15,00,000	58,93,597	33,21,800	25,71,797	...
GRAND TOTAL ...	13,57,25,606	4,27,81,567	17,85,07,173	10,10,27,405	7,74,79,768	3,43,83,331

	Rs.
Centre's total share excluding loans	10,10,27,405
Provincial share	7,74,79,768
Loans	3,43,83,331
GRAND TOTAL ...	21,28,90,504

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